



**R E P O R T**  
of the  
**TEAM FOR THE STUDY OF COMMUNITY PROJECTS  
AND NATIONAL EXTENSION SERVICE**

**Vol. I**

सत्यमेव जयते

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## INTRODUCTION

The Finance Minister, in his Budget speech for 1956-57, informed the Parliament that, with the large and growing outlay in the Second Five Year Plan, both on revenue and on capital account, the question of securing the maximum possible economy and avoiding wastage owing to delays and inefficiency had assumed greater importance than ever.

2. Following upon this the National Development Council constituted a Committee on Plan Projects with the Union Minister for Home Affairs as Chairman and the Union Ministers for Finance and Planning and the Deputy Chairman, Planning Commission, as members; the Chief Minister of two States to be nominated by the Prime Minister and the Union Minister concerned were also to act as members for different projects or class of projects. The Committee appointed\* our Team to study and report on the Community Projects and National Extension Service with a view to economy and efficiency with specific reference to the following aspects :

- (i) The content of the programme and the priorities assigned to different fields of activity within it;
- (ii) The arrangements for the execution of the programme with special reference to :
  - (a) Intensification of activities in the sphere of agricultural production;
  - (b) Coordination between
    - (1) the different Ministries/Departments at the Centre;
    - (2) the Centre and the States; and
    - (3) the different agencies within the Community Projects Administration and other State Government organisations and Departments;
  - (c) the organisational structure and methods of work with a view to securing a greater speed in the despatch of business;
- (iii) the assessment of the requirements of personnel for Community Projects and National Extension Service and examination of existing training facilities in order to meet the growing

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\*Vide Appendix 1.

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requirements of personnel for extending the coverage of the programme.

- (iv) the assessment of the extent to which the movement has succeeded in utilising local initiative and in creating institutions to ensure continuity in the process of improving economic and social conditions in rural areas.
- (v) the methods adopted for reporting upon the results attained by the Community Projects and National Extension Service.
- (vi) Any other recommendation that the Team may like to make in order to ensure economy and efficiency in the working of the Community Projects and the National Extension Service.

3. The Second Five Year Plan has recommended<sup>1</sup> that village panchayats should be organically linked with popular organisations at a higher level and that, by stages determined in advance, democratic bodies should take over the entire general administration and development of the district or the sub-division perhaps other than such functions as law and order, administration of justice and certain functions pertaining to the revenue administration. The National Development Council at its eighth meeting decided that a special investigation into such a reorganisation of the district administration should be carried out by our Team.<sup>2</sup>

4. The method of work<sup>3</sup> which we followed was one of visits to the villages in the Community Development and National Extension Service blocks, discussions with persons belonging to different categories directly or indirectly connected with the community development work, and a study of data already available with the Ministries of the Government of India or specially collected on our request by the State Governments. We visited<sup>4</sup> selected blocks in all the States, held discussions with the local public, local officials, members of representative organisations, district-level officers, heads of departments and secretaries to the Governments in the development departments. It was not our intention to make a detailed evaluation of the work so far done in the different blocks nor in the different States but to obtain an overall picture of the progress so far made, with a view to enable us to advise the Committee on Plan Projects as to the future line of action. On the basis of these discussions and a study of material collected, we formulated certain tentative conclusions and recommendations. These

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1. Vide Second Five-Year Plan p. 160

2. Vide Appendix 2

3. Vide Appendix 3

4. Vide Appendix 4



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were sent to the State Governments and later we held discussions with them. We also had the opportunity of meeting the State Ministers for Local Self-Government on the occasion of the meeting of the Central Council of Local Self-Government held at Srinagar in September, 1957, and were able to examine with them our proposals for democratic decentralisation of district administration. As a result of all this, our tentative recommendations and conclusions have been, wherever found necessary, modified and are now being submitted to the Committee on Plan Projects.

5. These recommendations are based on our observations and studies made in different States. Necessarily, they may need some slight modifications to adapt them to local conditions prevailing in any particular area, but, substantially, they are of general applicability and we expect that they will be treated as such.

6. As a part of the instructions received by us, we have ascertained the views of the State Governments on the various recommendations made by us. We are glad that we have secured substantial agreement on most of them.\*

7. The Programme Evaluation Organisation of the Planning Commission makes a continuous evaluation of the achievements and shortfalls of the community development programme. We consider that, in addition to this, it may be useful that another body should, from time to time, make a review of the progress made, and the problems encountered, devise solutions and make recommendations on future lines of action. Such a review by a Team, similar to ours, will be useful after every few years.

8. Our Report is in three volumes. The first volume contains the results of our examination of the various problems in the field of community development, a summary of the recommendations which we have made, a note on the financial implications of some of these recommendations, and a list of subjects to be studied or examined further. The second contains a series of studies in different problems relevant to the subjects. The last volume contains appendices to the various sections of volume I as also some of the special features in the field of community development in different States; each State might like to examine those which are new to it and, where found useful, adopt them with such modifications as local conditions would necessitate.

9. We have to thank the State Governments for the facilities provided by them for our study of the different aspects of the community development work. Equally, we have to express our appreciation of the

spirit of accommodation shown by them as well as the Central Ministries concerned during the course of our discussions on the draft recommendations. These have enabled us to secure a very large measure of agreement on our various recommendations. We also express our gratitude to the various non-official and semi-official organisations like the All India Khadi Commission as well as to the leaders and workers of Sarva Seva Sangh headed by Shri Dharendra Majumdar and Shri Annasaheb Sahasrabudhe, who responded generously to our request to meet us for discussions and supply the literature needed for our study.

10. Our thanks are also due to Shri M. S. Sivaraman, I. C. S., Adviser (Programme Administration), Planning Commission, Shri J. V. Nehemiah, Secretary, Indian Council of Agricultural Research, Shri Manubhai Pancholi, Director, Lok Bharati, Sanosara, Bombay State, Shri Jhaverbhai Patel, Officer on Special Duty (Village and Small Industries), Planning Commission, Dr. M.D. Patel, Director, Institute of Agriculture, Anand, Bombay and Shri Dhirubhai Desai, Director of Training, Khadi and Village Industries Commission and many others for their valuable assistance in the Team's studies on agriculture and training at various levels. We record our warm appreciation for the special studies carried out on behalf of the Team by the Programme Evaluation Organisation and Shri M. S. Gore, Principal, Delhi School of Social Work. We wish to thank, in particular, Shrimati Arniya Rao for the valuable assistance she willingly rendered in our examination of the programme for women and children—a field in which she has much experience and knowledge. Shri D. P. Singh, I. A. S., Member-Secretary of the Team had to leave us to take up his assignment on behalf of the U. N. O. with the Government of Syria before the presentation of this Report, but after the main work of study, discussions and initial drafting of the Report was concluded. His vast knowledge and experience as a result of his pioneer work in the Pilot Projects in Etawah and his intimate connection with the work of the Planning Research and Action Institute of Lucknow have proved to be of immense help to the Team in its study of community development programme in all its aspects, both theoretical as well as practical. He did not spare himself; in fact, he over-worked himself. Shri R. K. Trivedi, I. A. S., who joined us from June has not merely functioned as Joint Secretary of the Team but has also assisted us with his long experience of administrative matters, especially in the field of agriculture and cooperation. The members of the staff have given unstinted cooperation and have worked throughout under heavy pressure, which we highly appreciate. We express our gratefulness to the Chairman and the Secretary, Committee on Plan Projects, for the help given and personal interest evinced by them, from time to time, in the removal of the difficulties experienced by the Team.

To us in this country the term 'community development' is of recent origin. We have so far used such terms as rural development, constructive work, adult education and rural uplift to denote certain of its aspects. The word "Community" has, for the past many decades, denoted religious or caste groups or, in some instances, economic groups not necessarily living in one locality; but with the inauguration of the community development programme in this country, it is intended to apply it to the concept of the village community as a whole, cutting across caste, religious and economic differences. It is a programme which emphasises that the interest in the development of the locality is necessarily and unavoidably common to all the people living there. The Planning Commission, in their First Five-Year Plan, described community development as the "method through which the Five-Year Plan seeks to initiate a process of transformation of the social and economic life of the villages"<sup>1</sup>. This method is to process the development of the area through people's own democratic and cooperative organisations, the Government helping only with technical advice, supplies and credit. It is "designed to promote better living for whole community with the active participation and, if possible, on the initiative of the community; but if this initiative is not forthcoming, by the same use of techniques for arousing and stimulating it in order to secure its active and enthusiastic response"<sup>2</sup>.

1. 2. While operating through the people's local organisations, the programme simultaneously strengthens the foundations of democracy on which our Constitution stands, by making the villager understand the significance of development and his own position in the process of development, and it makes him realise his position in this vast democracy. Thus, community development and democracy progress through and strengthen each other. The community projects are of vital importance "not so much for the material achievement that they would bring about but much more so, because they seem to build up the community and the individual and to make the latter the builder of his own village centres and of India in the larger sense."<sup>3</sup>

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1. First Five-Year Plan, page 223.

2. Community Development Programmes in India, Pakistan and Philippines (1955), p. 8.

3. Prime Minister's inaugural speech at the Development Commissioners' Conference, May, 1952,

1. 3. In this community development "the role of the Government is to plan and organise the programmes on a national basis according to a well-conceived policy and secondly, to provide the technical service and basic material which go beyond the resources of the communities and of the voluntary organisation. In relation to the people, community development is essentially both an educational and organisational process. It is educational because it is concerned with changing such attitudes and practices as are obstacles to social and economic improvements, engendering particular attitudes which are conducive to these improvements and, more generally, promoting a greater receptivity to change. It is organisational not only because people acting together are better able to pursue the interests which they have in common, but also because it requires the reorientation of existing institutions or the creation of new types of institutions to make self-help fully effective and to provide the necessary channels for governmental services. To be fully effective, this demands the emergence and training of a new type of local leaders. The value of organising the people consists not only in the help which it may give towards achieving particular concrete results, but also in the general contribution which it may make towards increasing social coherence."<sup>1</sup>

1. 4. "Implementation of community development programme on a national scale requires: adoption of consistent policies, specific administrative arrangements, recruitment and training of personnel, mobilization of local and national resources and organisation or research, experimentation and evaluation. .... A programme of community development is most successful when it becomes an integral part of, or is closely related to, the existing administrative organisation at the local, intermediate and national levels."<sup>2</sup>

1. 5. The Planning Commission in the First Five Year Plan referred to rural extension as the agency for the transformation of the social and economic life of the villages.<sup>3</sup> It must, therefore, be borne in mind that the national extension service, as it is called, is nothing more than a staffing pattern. It is an agency for extending to the villagers the scientific and technical knowledge in certain fields like agriculture, animal husbandry and the rural industry. The extension agency also includes an element of service agency, e. g., for taking preventive and prophylactic measures like inoculation and vaccination, but it must never forget its essential role of extension. Its main function is to make the people understand what change or innovation will benefit them, why it will benefit them and how it can be introduced. It is for the community to parti-

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1. Community Development Review, December, 1956.

2. Social Progress through Community Development, United Nations, 1955, Page 12.

3. First Five Year Plan, Page 223.

cipate in all the activities which will lead to such change or innovation. Here, the term participation assumes some significance. People's participation is not merely their providing a certain proportion of the cost of a particular work in cash, kind or manual labour. It is their full realisation that all aspects of community development are their concern and the Government's participation is only to assist them where such assistance is necessary. It is the gradual development of their faith in the efficacy of their own cooperative action in solving their local problems. This attitude can be developed by close mutual cooperation between the different sections of the community. Such participation is possible only through the organisation of cooperative institutions and of elective democratic institutions.

1. 6. During the past few years, plans for community development have often been attempted to be processed not through such democratic institutions but through *ad hoc* bodies like Vikas Mandals, etc. Often, we have been told that the village panchayat is for various reasons not suitable for such work. This is a confession not merely of our lack of faith in democracy but of our failure to make the programme a genuine community development programme. It can become genuine only by operating through the cooperatives on the one hand and the statutory elective representative bodies on the other.

1. 7. The backward community has to develop on so many different lines and its felt needs are so numerous and so fast growing that with the limitations of the available resources, it has to prescribe for itself certain priorities. In a large country which is planning its overall development, the development of the community has to be integrated with the development of the country as a whole. Such integration will need that the overall priorities should be prescribed by the Government and the details worked out by the village community. The three main directions in which community development programme should work are : "First, increased employment and increased production by the application of scientific methods of agriculture, including horticulture, animal husbandry, fisheries, etc., and the establishment of subsidiary and cottage industries; secondly, self-help and self-reliance and the largest possible extension of the principle of cooperation ; and thirdly, the need for devoting a portion of the vast unutilised time and energy in the countryside for the benefit of the community."\* For obvious reasons, economic develop-

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\* Extract from the article "The National Extension Movement" by the Deputy Chairman, Planning Commission, in Kurukshetra— A symposium on Community Development in India (1952-55) P. 67

ment has to take precedence over welfare activities. But in an active democratic State the latter cannot be completely neglected because of the demands of the former.

1. 8. We have examined this matter in some detail. Some of our detailed conclusions appear in the later Sections. Here we would point out that the tendency in the past years has been to stress the welfare activities more than the economic development activities. This is because the former are popular, easy of achievement and impress the casual observer ; the villager himself, often unable to understand even the meaning of terms Community Development and National Extension Service, as translated into his own language, gives a full measure of his admiration and gratitude for the people who have brought him these amenities. We would urge that the emphasis should shift without delay to the more demanding aspects of economic development. The priorities as between the different activities should be : supply of drinking water, improvement of agriculture and animal husbandry, cooperative activities, rural industry and health followed by all others. The allocation of priorities is, however, not intended to operate by way of absolute precedence, but to indicate a greater concentration on certain items of work and less on others without totally excluding the latter. An intensive programme of economic development will generate a demand for a programme of amenities. We are of the view that greater stress on the former, especially in the initial stages, will gradually lead to the latter.

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Admittedly, one of the least successful aspects of the C.D. & N.E.S. work is its attempt to evoke popular initiative. We have found that few of the local bodies at a level higher than the village panchayat have shown any enthusiasm or interest in this work; and even the panchayats have not come into the field to any appreciable extent. An attempt has been made to harness local initiative through the formation of *ad hoc* bodies mostly with nominated personnel and invariably advisory in character. These bodies have so far given no indication of durable strength nor the leadership necessary to provide the motive force for continuing the improvement of economic and social condition in rural areas. So long as we do not discover or create a representative and democratic institution which will supply the "local interest, supervision and care necessary to ensure that expenditure of money upon local objects conforms with the needs and wishes of the locality,"\* invest it with adequate power and assign to it appropriate finances, we will never be able to evoke local interest and excite local initiative in the field of development.

2.2. The proposals of the Planning Commission for the Second Five Year Plan, as accepted by the Parliament, stressed the need for creating within the district a well organised democratic structure of administration in which the village panchayats will be organically linked with popular organisations at a higher level. In such a structure the functions of the popular body would include the entire general administration and development of the area, other than such functions as law and order, administration of justice and certain functions pertaining to the revenue administration. We have now to examine whether the existing local bodies can take over and perform these functions and, if not, what new bodies should be created and with what jurisdiction, powers and resources.

2.3. The district boards might have served the purpose for which they were created, i. e. educating our people in self-government; but they have neither the tradition nor resources to take up this work. They have also been handicapped by having too large a charge to receive their detailed attention. The chairman and members of the district board are not in a position to give any considerable portion of their time to the affairs of such a vast area. The very size of its charge compels delegation of a very large area of authority and discretion to its own officers, so that the effect is to replace State officers drawn from larger cadres by officers

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\* Report of the Bengal Administrative Enquiry Committee (1944-45).

of limited experience in restricted fields. The tendency has been for the States to take over many of the functions of the district boards; even so, there is a sort of overlapping dyarchy prevailing in certain aspects of administration. For instance, in one State, rural medical assistance is the function both of the Government and the district boards; the district board dispensaries are poorly equipped, poorly staffed and almost ineffective. The maintenance of most of the roads has been taken over by the State Governments. Nor will it be easy, convenient or practicable to link the village panchayat directly to the district board. In many States a district consists literally of hundreds of village panchayats and even in those where the village panchayats are large in jurisdiction, their number is inconveniently large. Under these circumstances the link between the district board and its constituent village panchayats cannot be a live one.

2.4. Primary education in many States has been assigned to the jurisdiction of district school boards, which, again, are bodies with inelastic revenues collected by others, so that financially they are mainly dependent on the Government and, therefore, can display very little initiative. The block advisory committees are generally nominated and never invested with the powers of decision even though their recommendations are generally accepted. We have found that often they are unrepresentative of some important sections of the local public. The district planning committee is, perhaps, even less powerful. (A study of the existing rural self-governing bodies is given in Vol. II).

2.5. With this background, we have to consider whether the time has not arrived to replace all these bodies by a single representative and vigorous democratic institution to take charge of all aspects of development work in the rural areas. Such a body, if created, has to be statutory, elective, comprehensive in its duties and functions, equipped with necessary executive machinery and in possession of adequate resources. It must not be cramped by too much control by the Government or Government agencies. It must have the power to make mistakes and to learn by making mistakes, but it must also receive guidance which will help it to avoid making mistakes. In the ultimate analysis, it must be an instrument of expression of the local people's will in regard to the local development.

2.6. This body can function effectively only if it is the sole authority for all those development programmes which are of exclusive interest for the area. In such matters the State Government will cease to operate within the area and in special circumstances when it has to, it has to do so through the agency of this local body.

2.7. We do not consider this body necessary, merely because the



present arrangements are not democratic nor because we think that we should 'give democracy to intermediate levels'. It is not theory or dogma which is impelling us to make these recommendations but practical considerations. Democracy has to function through certain executive machinery but the democratic government operating over large areas through its executive machinery cannot adequately appreciate local needs and circumstances. It is, therefore, necessary that there should be a devolution of power and a decentralisation of machinery and that such power be exercised and such machinery controlled and directed by popular representatives of the local area.

2.8. It is not infrequently that delegation of power is mistaken for decentralisation. The former does not divest the Government of the ultimate responsibility for the actions of the authority to whom power is delegated; this authority is under the control of the Government and is in every way subordinate to it. Decentralisation, on the other hand, is a process whereby the Government divests itself completely of certain duties and responsibilities and devolves them on to some other authority. It is true that devolution of responsibility cannot be complete without a complete devolution of all the control over the necessary resources and admittedly such devolution cannot be completely feasible in any country. What we can work up to is to decentralise certain sources of income assured under statute and recommend that further resources should be made available by mutual agreement between the government and the local body. Delegation of powers is taking place to progressively lower levels of executive machinery. Decentralisation of responsibility and power, on the other hand, has not taken place below the State level in recent years. Such decentralisation has now become urgent and can be effected by a devolution of powers to a body which, when created, will have the entire charge of all development work within its jurisdiction. The term 'development work' covers agriculture, animal husbandry, cooperation, minor irrigation works, village industries, primary education, local communications, sanitation, health and medical relief, local amenities and similar subjects. If this body is to function with any vigour, initiative and success, the Government will have to devolve upon it all of its own functions in these fields within the body's jurisdiction, reserving to itself the functions of guidance, supervision and higher planning; and where necessary, providing extra finance.

2.9. Fears have been expressed to us by many persons with whom we have discussed the scheme—officials as well as non-officials. These fears revolve round two points; inefficiency and corruption. We have been told, and we do not deny, that such a devolution of powers and

responsibilities and the consequent decentralisation of the executive machinery may result in a fall in efficiency. Centralisation and even autocracy often appear more efficient than decentralisation and democracy. This may be true over short spans of time, but in the long run, we believe that democracy and decentralisation assert themselves and succeed better especially in the field of local development and local welfare. Rural development and rural welfare are possible only with local initiative and local discretion. If, therefore, there is a fall in efficiency, as a consequence of such devolution and decentralisation, such a fall will, we have not doubt, be temporary. The lack of efficiency of many of our present rural self-governing bodies has been due to too large a jurisdiction, too few powers and too scanty finances accompanied by an absence of close relationship with the village panchayats and of wise guidance by Government or by political parties. Nor have any efforts been made either by the Governments or by public or political organisations to impart any training in administrative matters to persons elected to such bodies. We hope that our recommendations will remedy these defects.

2.10. The case of corruption is more complex. Its causes are numerous: there is the ignorance of the people which drives them through the fear of the machinery to pay its minions; there is the dilution of responsibility through various stages of delegation of powers unassociated with local opinion; and there is the constant possibility of the emergence of privileged groups: power tends to concentrate in a few hands and remain there. All these, however, are not phenomena new to this country or unknown in democratically governed foreign countries. They can be eliminated only by constant and intelligent vigilance on the part of the citizens. This, in the circumstances of our country, is possible only if the electorate knows at least by name the persons in whose hands they have placed power.

2.11. The jurisdiction of the proposed local body should be neither so large as to defeat the very purpose for which it is created nor so small as to militate against efficiency and economy. Obviously, the village panchayat is too small in area, population and financial resources to carry out all these functions. Obviously too, the next higher body will have to function with and through the panchayats as far as possible, for the very reasons for which such a body will be created. The various alternatives which we have considered are that this institution should be identical in extent with the N. E. S. Block, the tehsil or taluka, the subdivision (when this consists of more than one tehsil) or the district. Many districts are at present too large in area and/or population. And 'people', particularly in our circumstances, cannot be expected to take a personal

interest in and to make a personal sacrifice for common institutions at the local government level, unless these are small enough for their comprehension and are near enough for their influence to be demonstrably apparent.

2.12. The block, on the other hand, offers an area large enough for functions which the village panchayat cannot perform and yet small enough to attract the interest and service of the residents. There is the further factor that some of the blocks are already functioning as the developmental units and have been equipped for this purpose with adequate personnel in different fields. It is true that there will have to be effective coordination at a higher level, perhaps the district level (the machinery for which we will discuss later); but we are of the view that the most efficient and useful arrangement in this regard is to have an elected self-governing institution whose jurisdiction would be co-extensive with a development block. Elsewhere in this report we have recommended that generally a block should not have more than 20 circles, each of which should cover a population normally not exceeding 4,000. Variations would naturally arise with the density of population, the nature of terrain, the system of communications, etc. Even within the same region blocks may differ in size and population. It is not unlikely that often the block can by slight adjustment be made to coincide with one of the existing administrative units like tehsil, taluka or thana, the primary consideration being that the block does not become unwieldy either in size or in population.

2.13. We have considered other alternatives such as boards at the tehsil level and sub-division level. The intention, however, is to devolve power and responsibility on to a local body for the purpose of carrying out developmental activities in rural areas for which purpose the block has been specially brought into being. The block advisory committee will be replaced by a statutorily powerful instrument of the local people's will, which can ensure that the expenditure of resources upon local works conforms with the wishes and the needs of the locality. Nor will this involve any increase in the overheads, as is feared by many, because the existing governmental machinery would continue to operate but under the control of this local authority; higher technical advice will be available from the district staff in position now. Some have expressed the fear that a block area may not be able to find competent persons in adequate numbers to function as chairman and members of this block authority. We do not share these fears; the country has found competent persons to take charge of its affairs at other levels; the needs and circumstances of the block level body will discover adequate personnel within its area.

2.14. The Taxation Enquiry Commission have observed that in most of the States a village panchayat, within its own jurisdiction, overlaps higher bodies functionally as well as financially. They have suggested that the functions, finances and taxation powers of the higher body should be coordinated with those of the village panchayat, whose growth and efficiency it will be one of the functions of this higher body to safeguard.

2.15. We feel that this would be secured by prescribing that this body which we tentatively propose to refer to as the panchayat samiti should be constituted by indirect elections from the village panchayats. The panchayats within the block area can be grouped together in convenient units, which can be Gram Sewaks' circles, and the panches of all the panchayats in each of these units shall elect from amongst themselves a person or persons to be a member or members of the panchayat samiti. We consider that such elected representatives should be about 20 in number in each panchayat samiti. These elected representatives will co-opt two women who are interested in work among women and children. Where the population of Scheduled Castes exceeds 5 per cent of the total population of the panchayat samiti area, one person belonging to a Scheduled Caste shall be co-opted; and similarly, one member of a Scheduled Tribe. In Scheduled Areas suitable safeguards should be provided to ensure that the tribal population is adequately represented. Where members of these groups have already been elected to the panchayat samiti in prescribed numbers, no co-option will be required. In addition, the panchayat samiti may co-opt two locally resident persons, whose experience in administration, public life or rural development would be of benefit to the samiti.

2.16. We have noticed that most of the smaller municipalities, especially those with populations of less than 10,000, are substantially rural in character. Their municipal constitution, however, deprives them of that administrative contact with the surrounding rural areas which we consider essential for the development of both. We, therefore, recommend that each of such municipalities which lie as enclaves within the jurisdiction of a block should be entitled to elect from amongst its own members one person as a member of the panchayat samiti. We would also suggest that, wherever possible, State Governments may convert such predominantly rural municipalities into panchayats.

2.17. It has been urged in many quarters that where the extent and importance of the local cooperative organisations justify, a number of seats equal to 10 per cent of the number of elected seats be filled by representatives of directors of the cooperatives functioning within the block. This can be done either by co-option or by election by the directors of all these cooperatives. We commend this suggestion. No

other interest will be represented on the panchayat samiti, either *ex-officio* or by special provision for election, nomination or co-option.

2.18. We suggest that, wherever possible, it should be arranged that the panchayat samiti should have a life of 5 years and should come into being sometime in the third year of the Five Year Plan period. The samiti, once elected, will be able to see to the execution of the second-half of the Five Year Plan drawn up by its predecessor, draw up its own plan for the next period and shoulder the responsibility of seeing it through the first-half of the period. This would be in the interest of wise planning and efficient execution of the Plan.

2.19. The urgency for decentralisation is the greatest in the field of development and it is here that we consider that the panchayat samiti should begin to operate with the least possible delay. Its function\* should cover the development of agriculture in all its aspects, including the selection of the seed, its procurement and distribution, the improvement of agricultural practices, provision of local agricultural finance with the assistance of the Government and of the cooperative banks, minor irrigation works, the improvement of cattle, sheep, goats and poultry, the promotion of local industries, the supply of drinking water, public health and sanitation, medical relief, relief of distress caused by floods, earthquakes, scarcity, etc., arrangements in connection with local pilgrimages and festivals, construction and repair of roads which are of local importance (other than village panchayat roads), management and administrative control of primary schools, the fixation of wages under the Minimum Wages Act for non-industrial labour, the welfare of backward classes and the collection and maintenance of statistics. In those States where district boards or janapada sabhas have undertaken the management of high schools these can be transferred to the panchayat samiti concerned. In addition, it will act as the agent of the State Government in executing any special schemes of development or other activities in which the State Government might like to delegate its powers to this local authority. We would strongly urge that, except where the panchayat samiti is not in a position to function in any particular matter, the State Government should not undertake any of these or other development functions in the block area.

2.20. We do not refuse to contemplate the possibility of charging this body with certain other functions, such as the maintenance and development of small forests, the responsibility for the maintenance of watch and ward establishment, excise and such other items. We feel,

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\* For detailed distribution of functions between the village panchayats and panchayat samitis, please see Appendix...6.

however, that the immediate objective is to ensure that the development of the countryside is carried out as rapidly and efficiently as possible and through democratic processes. Only after the Governments are satisfied that these bodies are functioning as efficient democratic institutions, should they consider the transference to them of some or all of these extra duties and responsibilities together with the appropriate financial resources.

2.21. As we have already observed, one of the most important reasons for the comparative lack of success of our non-urban local self-governing bodies is their exceedingly limited and inelastic resources. As we contemplate that almost the entire development work of rural areas will be the charge of the panchayat samiti, we recommend that the following sources of income be assigned to them:

- (a) A statutorily prescribed percentage of land revenue collected within the block area in the anti-penultimate year; where this arrangement is likely to cause a very substantial disparity in the incomes of the panchayat samitis, the alternative is to divide equally between all of them a portion of the State's land revenue; we suggest that in either of these cases the land revenue assigned to the panchayat samiti and the village panchayat should not be less than 40% of the State's net land revenue;
- (b) Such cess on land revenue, water rate for certain minor irrigation work, etc., as is leviable under the various Acts but excluding special cesses like sugarcane cess; we suggest that a minimum rate of cess should be prescribed by statute but the panchayat samiti should be encouraged to recommend the levying of a cess at a higher rate, so that this could be considered a local taxation measure;
- (c) Tax on professions, trades, callings and employment; we would recommend that this should be levied not by the village panchayat nor by the small municipality but by the panchayat samiti itself;
- (d) Surcharge on duty on the transfer of immovable property;
- (e) Rents and profits accruing from property, e.g., ferries, fisheries, etc., within its jurisdiction, where these ferries lie across roads constructed and maintained by panchayat samitis;
- (f) The net proceeds of tolls and leases on roads and bridges, etc., in the panchayat samitis;
- (g) Pilgrim tax;

- (h) Tax on entertainments, including amusements;
- (i) Primary education cess;
- (j) Proceeds from periodical fairs and markets, bazars, *hats* and shandies other than those held more frequently than once a month whether located on private land or otherwise;
- (k) A share of the motor vehicles tax;
- (l) Voluntary public contributions;
- (m) Grants made by Government.

In the case of some of these taxes it will be necessary to prescribe a compulsory minimum rate. To make the panchayat samitis demonstrably useful to the village community and to ensure their continued success, it is necessary that the State Governments should give them adequate grants-in-aid; some of these grants will be unconditional, others earmarked for certain purposes but without further conditions, some others earmarked for certain purposes but on a matching basis. The result will be that each panchayat samiti will have an assured income of a certain size and will attract grants-in-aid from Government by producing its own fresh resources. In making these grants the State Government will, no doubt, take into account the special economic backwardness of certain areas and give them appropriately larger grants. (A study of the local bodies in U. K., U. S. A., Sweden and Yugoslavia especially indicating the extent of their financial dependence upon the State Government will be found in Vol. II.)

2.22. At present State Governments spend money on rural development mainly through their own machinery and small amounts through village panchayats; but public funds are also spent in another manner, i. e. by direct assistance to what are known as non-official bodies which are all non-statutory. Certain central organisations which spend public funds on specified aspects of rural development, function either through their own branch organisation or through these non-official bodies. We recommend that all Central and State funds spent in a block area should invariably be assigned to the panchayat samiti to be spent by it directly or indirectly, except to an institution, assistance to which is either beyond the panchayat samiti's functions or its financial resources.

2.23. The panchayat samiti will have two sets of officers, i. e. those at the block level and those at the village level. The former will include the chief officer or the executive officer and various technical officers in charge of agriculture, roads and buildings, irrigation, public health, veterinary, cooperation, social education, primary education etc; the chief officer will be statutorily vested with administrative powers subject, of

course, to necessary checks. These powers will be somewhat similar to those of the chief executive officer or commissioner of a municipality. We would here quote and emphasise the recommendation of the Committee of Local Bodies which was made at the 1954 Conference of the Local Self-Government Ministers:

“For improving the standards of administration in local bodies there is a very good case for separating as far as possible, their purely executive functions from their deliberative or policy making functions. The latter category of functions should appropriately be the sphere of the elected wing of the local bodies. Once policies and decisions have been adopted, however, their implementation and execution should be left to the principal executive officer who must be made primarily and directly responsible for this part of the work. As a necessary corollary to this principle, the more important executive posts in the local bodies should be centralised on a Statewise basis and should be made transferable.”

2.24. All of these officers will be drawn from the corresponding State cadres and will be lent to the panchayat samiti by the State Government, which will meet the cost of their pay, dearness allowance and pension and leave contributions; the panchayat samiti will meet the expenditure on the current allowances, like travelling allowance, which will be at rates prescribed by the State Government. These officers will be transferable by the State Government or by the heads of departments according to the current practice. The village level employees like the Gram Sewak, the primary school teacher, etc., will be recruited by the zila parishad who will assign them to the various panchayat samitis, the terms of their service being prescribed by the State Government. They will be under the administrative and operational control of the chief or executive officer. A possible arrangement regarding the disciplinary control of the staff of the panchayat samiti is given in Appendix 7.

2.25. The panchayat samiti will need guidance in technical as well as administrative matters; but this guidance should, under no circumstances, result in excessive regulation or control; nor should such guidance or advice be considered as interference. With this object we suggest that the technical officers of the panchayat samiti should be under the technical control of the corresponding district level officers but under the administrative and operational control of the chief administrative officer. The annual budget of the samiti will, in our opinion, have to be approved by a higher and more experienced body on which Government also will have to be represented. At the same time we do not believe that a local self-



governing body can display any initiative and vigour, if its budget has to be scrutinised and approved in all details by a Government functioning from a long distance or its officers in the district. We, therefore, suggest that the budget of the samiti will have to be approved by the zila parishad.

2.26. A certain amount of control will inevitably have to be retained by the Government, e. g. the power of superseding a panchayat samiti in public interest. It may also be necessary that the Collector should be vested with certain powers to suspend a resolution of a panchayat samiti when he apprehends a breach of the peace or where the action proposed to be taken by the panchayat samiti is *ultra vires* of the Constitution or contrary to the law of the land.

The panchayat samiti will have an elected chairman. But during the first two years after its creation the panchayat samiti may have the sub-divisional officer, prant officer or revenue divisional officer as the chairman. This suggestion is made merely to ensure that the administrative machinery of the block is assembled and set in motion by a person with administrative experience.

2.27. Together with the establishment of the panchayat samiti, we consider it necessary to prescribe its relations with the village panchayat and to redefine the functions and resources of the latter. Apart from the organic link between the village panchayat and the panchayat samiti, it is necessary that a similar connection should exist between the Gram Sewak and the village panchayat. This can be secured by making him the development secretary of the Gram Panchayat, or, if there are more Panchayats than one, of a committee of the village panchayats within the jurisdiction of each Gram Sewak. This committee, composed of the sarpanches and upsarpanches of each of the village panchayats, should coordinate the budgets and formulate and execute the plans of all the village panchayats in the circle. Of this circle committee the Gram Sewak should be the development secretary. He will thus ensure that his own activities and the programmes of the various village panchayats are in complete consonance.

2.28. In regard to the constitution of the panchayat, we suggest that this should be purely on an elective basis, but that there may be a provision for the cooption of two women members and one member each from the Scheduled Castes and Scheduled Tribes in conditions similar to those prescribed for the panchayat samiti. We do not consider that members of any other special group need any special representation either by election or cooption.

2.29. These panchayats will have as their main resources;

- (a) Property or house tax as is considered locally suitable;
- (b) Tax on daily, bi-weekly or weekly markets, bazars, *hats* or shandies, whether located on private land or otherwise;
- (c) Tax on carriages, carts, bicycles, rickshaws, boats and pack animals;
- (d) Octroi or terminal tax;
- (e) Conservancy tax;
- (f) Water rate;
- (g) Lighting rate;
- (h) Income from cattle-pounds;
- (i) Fees to be charged for registration of animals sold within the local area, for the use of Sarais, slaughter house, etc.;
- (j) Grants from the panchayat samiti on lines similar to those suggested for grants from Government to panchayat samitis.

In the case of some of these taxes it will be necessary to prescribe a compulsory minimum rate.

2.30. As far as possible, the village panchayat should be used as the agency for the collection of land revenue; this arrangement has been tried and found successful in some States. It may be necessary to grade the panchayats on the basis of their performance in the administrative and developmental field. For instance, the rates at which it is imposing taxation, the success with which it collects its taxes and the extent to which it displays active interest in developmental activities would be the criteria on which such grading is based. Only those village panchayats which satisfy a certain basic minimum of efficiency will be invested with the power of collecting land revenue. In all cases, however, such power will be restricted to amicable collection as distinct from the collection through processes of law. One of its main advantages is that the panchayat's other income is supplemented by the commission for collection. In addition, we recommend that the village panchayat should be entitled to receive from the panchayat samiti a statutorily prescribed share of the net land revenue assigned to the latter as per our recommendation in paragraph 2.21 (a). We suggest that such share may go upto three-quarters.

2.31. The resources of the village panchayats are necessarily inelastic and every effort should be made to assist them to add to them. We have noticed that, in certain States, villagers have to pay for their watch and ward. This arrangement differs not merely from what prevails in other States but also from the obligation of urban citizens in the same

State. As long ago as 1881, urban municipal bodies and, therefore, the urban citizens were relieved of the responsibility for local watch and ward; the municipalities were then instructed that the resources till then used on expenditure for watch and ward should thereafter be diverted towards the extension of educational facilities. We, therefore, suggest that the local resources which the village panchayats now raise and spend on the maintenance of watch and ward staff should, in future, be used for development purposes.

2.32. We have noticed, as have many others, that the collection of panchayat taxes is generally not satisfactory. Arrears accumulate until they are merely written off; and it is not always that the assessee fails to pay because of his inability to do so. We, therefore, suggest that legislation should provide that a person who has not paid his taxes in the penultimate year should be debarred from exercising his franchise in the next panchayat election and that a panchayat member should automatically cease to be such, if his tax is in arrears for more than six months.

2.33. The budget of the village panchayat will be subject to scrutiny and approval of the panchayat samiti; and the panchayat samiti will provide such guidance to the village panchayat in all its activities as the latter may need. The chief officer of the panchayat samiti will exercise the same powers in regard to the village panchayat as the Collector and District Magistrate will exercise in regard to the panchayat samiti. On the other hand, no village panchayat should, be superseded except by the State Government, who will, however, do so only on the recommendation of the zila parishad.

2.34. We find that statutes in different States have imposed different duties on the panchayats; the Saurashtra Law entrusts them with 182 specific duties, while the Bombay Act gives a list of 16 compulsory and 21 discretionary functions. The Taxation Enquiry Commission<sup>1</sup> was of the opinion that it would be wise to assign to the panchayat a few well-chosen and clearly defined duties and that these should be coordinated with similar functions assigned to higher local bodies; on the other hand, the Local Self-Government Ministers' Conference 1954<sup>2</sup> held the contrary view.

As we contemplate that the village panchayat will receive substantial grants from the panchayat samiti and that its budget should be approved by the latter, it would be a workable arrangement to prescribe a smaller number of compulsory functions and permit the panchayat to undertake any other developmental work with the approval of the pan-

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1. Report—Vol. III p. 355.

2. Report—p. 20.

chayat samiti—such approval being automatic with the approval of the budget. We, therefore, recommend that the compulsory duties of the village panchayat should be: (i) provision of water supply for domestic use, (ii) sanitation, (iii) maintenance of public streets, drains, tanks etc., (iv) lighting of the village streets, (v) land management, (vi) maintenance of records relating to cattle, (vii) relief of distress, (viii) maintenance of panchayat roads, culverts, bridges, drains, etc., (ix) supervision of primary schools, (x) welfare of backward classes and (xi) collection and maintenance of statistics; in addition, it will act as the agent of the panchayat samiti in executing any schemes of development or other activities: some of the subjects find a place in the duties assigned to the panchayat samiti, but the provision that the village panchayat budget has to be approved by the panchayat samiti will guard against any duplication.

2.35. The constitution of the panchayat samiti and the arrangements mentioned above should ensure the maximum amount of cooperation and coordination between the village panchayats and the panchayat samitis.

2.36. One of the banes of democratic village administration in some areas has been the intensification of factions and feuds, often also of separatism arising out of caste distinctions. The system of electoral contests at village level has often added to these. The committee to report on the problems of reorganisation appointed by the Planning Commission's Panel on Land Reforms considered this particular problem and observed that "Efforts should be made to ensure that elections to the village panchayat are made, as far as possible, by the general consent of the people and the bitterness and hostility created by election campaigns is avoided. The membership of the village panchayat should be regarded as an opportunity for service to the people which should be undertaken by the best men in the village rather than as a means of obtaining power and prestige. At the same time, it is necessary to bear in mind the dangers which are inherent in unanimity arrived at under pressure. Such unanimity may actually, over a period, develop below the ground conflicts which could have worse effects than the usually passing conflicts in an open election." But we are genuinely concerned about this aspect of village public life and apprehend that unless a suitable and effective solution is found, it will spell ruin to all schemes for community development. What is required is a complete freedom to exercise the right of adult franchise without the possibility of creating tensions which aggravate village feuds and caste differences. We are not able to suggest any arrangement which could secure this. The (former) State of Saurashtra created an organisation known as the 'Madhyastha Mandal' for the purpose of ensuring that, as

far as possible, elections to the village panchayats were unanimously held so that they do not leave a trail of bitterness, animosity and feuds. While it will not be possible to adopt this arrangement in all circumstances, a study of it may lead State Governments to a satisfactory democratic solution of this problem.

2.37. Though we are primarily concerned with organisations for rural development, we would like to make a reference to the judicial powers of the panchayats. In many States village panchayats are invested with certain judicial powers, both criminal and civil. There is, however, a feeling that they cannot exercise them freely within the limited area under their jurisdiction, without inviting the wrath of the party which loses the civil suit or the criminal case. We would, therefore, recommend that judicial panchayats may have a much larger jurisdiction than even a Gram Sewak's circle; possibly, two or three such circles. The village panchayats concerned may suggest panels of names and, from out of these panels, the sub-divisional magistrate or the district magistrate may select persons who will form the judicial panchayat.

2.38. We have already indicated the reasons why in the matter of developmental activities village panchayats and the panchayat samitis should be the main local bodies. Having assigned to them functions in various fields, we feel that there is very little left for any higher administrative executive body other than the Government. The district board, the district school board and the janapada sabha become superfluous, as local interest, supervision and care, necessary to ensure that the expenditure of money upon local objects conforms with the wishes and needs of the locality, are provided by the panchayat samiti, which we consider a body of size adequate in population and area. The functions which these bodies are at present performing will, in our opinion, be performed with greater efficiency by the panchayat samiti. To ensure the necessary co-ordination between the panchayat samitis, we suggest a zila parishad of which the members will be the presidents of the panchayat samitis, all members of the State Legislature and of the Parliament representing a part or whole of a district whose constituencies lie within the district and district level officers of the medical, public health, agriculture, veterinary, public health engineering, education, backward classes welfare, public works and other development departments. The Collector will be the chairman of this parishad and one of his officers will be the secretary.

2.39. Some of the functions of the parishad have already been indicated; for instance, it will examine and approve the budgets of the panchayat samitis. Where funds are allotted by the Government for the district as a whole, their distribution between the various blocks will be made by the

parishad; it will coordinate and consolidate the block plans, annual as well as quinquennial; where grants for special purposes are needed or demanded by panchayat samitis, these also will be consolidated and forwarded to the Government by the parishad. It will also generally supervise the activities of the panchayat samiti. It will also replace the present District Planning Committees.

2.40. It may be necessary to have standing committees of the zila parishad to ensure rapid disposal of work. In particular, a standing committee for finance, consisting of the chairman and two non official members, and another for service matters, consisting of the chairman, a non-official member and the district level officer of the department concerned with any particular case, would be not merely useful but necessary. Also considerable delegation of powers will be necessary in the matter of approving the budgets of the panchayat samiti, so that where there is no reason to suggest modifications, the approval can be rapidly conveyed.

2.41. We do not contemplate that this parishad will have executive functions; that way lies danger to the initiative and, therefore the effectiveness of the panchayat samitis in their early years. Nor do we consider that the district level officers on the panchayat samitis should be members of the parishad without the power to vote; that would be the surest insurance for indifference. The time is long past when we could think of the officers' interest in rural development as something different from or contrary to that of the non-officials.

2.42. It has been suggested that these indirect elections may lead to party politics of a bitter nature percolating from the district headquarters to the panchayat samiti and through them to the village panchayat causing bitter electoral contests and ruining the peace of the villages so essential for a cooperative effort towards community development. We are not impressed by this argument. Nor do we see how direct elections, either to the panchayat samiti or to the zila parishad, can guard against the danger of active politics withering the chances of community development.

2.43. The creation of the panchayat samiti and the zila parishad and the devolution upon them of the responsibility of supervising, guiding and assisting the village panchayat and the panchayat samiti, respectively, obviate the need for continuing the maintenance of a separate directorate of panchayats with its own departmental officers for control and inspection. Whatever supervision, guidance and assistance are necessary, will be provided by higher bodies in the constitution of which the lower bodies will have a dominant voice. And only the zila parishad will, in all matters

deal directly with the Government or Commissioner or Divisional Officer where such functionaries exist.

2.44. It is possible on the basis of the experience of the working of this panchayat samiti that we may decide to decentralise the administration further; possibly, it may be necessary to alter the composition, scope and powers of the zila parishad. Again, there is little doubt that after a few years the powers vested in the Collector and District Magistrate may fall into desuetude and may be statutorily withdrawn

2.45. It is also possible that some of the State Governments may find it useful to devolve upon the zila parishads in a progressively larger measure the powers now exercised by them directly through their district level officers. In such a case the zila parishad will have to be a purely elective body with, perhaps, a few coopted members. These phases are difficult to forecast and, therefore, a blueprint of developments in the direction of further decentralisation would be difficult and profitless to attempt.

2.46. In the ultimate analysis, the establishment of the panchayat samitis with a wide devolution of powers by the State Government has to be an act of faith—faith in democracy. But, as we have mentioned, some of the persons whom we examined, both officials and non-officials, have expressed doubts about the success of what they have called ‘an experiment in democratisation’. These doubts, if shared by the State Governments, may, at best, justify a phasing of the process of the creation of the panchayat samitis. If a State Government is inclined to such a view, we would recommend that they should take a district as a whole and extend the Act to all parts of it at the same time; it is only when the three tiers of our scheme, viz., the village panchayat, the panchayat samiti and the zila parishad, operate simultaneously, will we get the maximum out of it.

2.47. In para 2.9 of this Section we have observed that no efforts so far have been made either by the Governments or by public or political organisations to impart any training in administrative matters to persons elected to local bodies. Such training is essential if we are to make out local bodies effective and useful. Rural administration (especially its developmental aspect) is an increasingly complex process and its machinery is also growing more complex. We have suggested various schemes for integration of the different parts of such machinery but, even so, it will continue to be complicated. It has to be handled with care, and that care can come either from a certain volume of initial knowledge or from knowledge born out of a series of mistakes. To provide the former and avoid the latter, it is necessary that the persons elected to or aspiring to be elected to such bodies should be equipped with a certain minimum of knowledge of

this machinery. Organisation of 'summer schools' for this purpose will have to be seriously considered both by the State Governments and by responsible non-official organisations like State associations of panchayat samitis.

2.48. These recommendations give an overall picture of the machinery which we consider essential for democratic decentralisation, which alone can lead to effective rural development. Some of the State Governments have, however, expressed the view that in the circumstances obtaining in their States they consider it advisable and convenient to devolve power on to a local body whose jurisdiction is as large as a district. While we are convinced that devolution of power to a smaller body would be the most effective method of democratic decentralisation, we do not refuse to visualise similar devolution to a district body, instead. Such a district body will have to be fully empowered by statute, to carry out all developmental activities in the district in the same manner as we have recommended for the panchayat samiti, though on correspondingly a larger scale. The appropriate funds and powers of taxation, on the lines suggested by us in para 2.21 for the panchayat samiti, should be available to this district body; as also the requisite field staff and the supervisory staff at district headquarters. In the blocks selected for intensive development work under the C. D. programme, a panchayat samiti will have to be constituted on the lines similar to what we have proposed in paragraph 2.15. This samiti will carry out the community development programme; we recommend that they will also carry out (as agents of the district body) all other developmental activities proposed for that area by the district body. All funds—the district funds as well as funds for intensive development will, in the first instance, be at the disposal of the district body which will transfer them to the panchayat samitis concerned in the community development areas. All activities, which can be performed by the panchayat samiti, should normally be assigned to it. Only in areas where there is no community development programme sanctioned may the district body operate directly. The district body will generally concern itself with inter-block and district level activities and institutions. The district body, which we have referred to above, will inevitably have to be constituted on a purely elective basis. We suggest that members of the village panchayats, within each panchayat samiti area in the district, should, from amongst themselves, elect a prescribed number of persons and these should form the district body; care will, of course, be taken to ensure that this body is not too large to be effective as an instrument for rural development. Similar arrangements could also be worked out if it is found feasible or convenient or desirable to devolve power to a body which will have a subdivision of the district for its jurisdiction.



2.49. Development cannot progress without responsibility and power. Community development can be real only when the community understands its problems, realises its responsibilities, exercises the necessary powers through its chosen representatives and maintains a constant and intelligent vigilance on local administration. With this objective, we recommend an early establishment of statutory elective local bodies and devolution to them of the necessary resources, power and authority.



## Section 3

## METHODS OF WORK: PROGRAMME PLANNING

During our visits to various blocks we repeatedly heard complaints that the fixation of targets had been arbitrary and unrealistic. In most cases, we found these targets had been prescribed by the district level or the block level officers without consulting the local representatives of the people. We can hardly over-emphasise people's role in planning and executing the community development programme. The broad objectives, the general pattern and the measure of financial, technical and supervisory assistance available have got to be worked out by the States; but it is for the people's representatives assisted by the development staff to work out and execute the details of the plan. The fixation of targets should, therefore, be the joint responsibility of the state on the one hand and the local representative institutions on the other. The responsibility has to be clearly defined but firmly interlinked.

3.2. Schematic budgets for community development imply allocation of priorities and, therefore, the consequent variation in the emphasis and in the allocation of resources to different regions and different blocks. One uniform and inflexible budget for the entire country is, obviously, unsuitable and unrealistic. Even within a state it may be necessary to have perhaps more than one such schematic budget. It would, therefore, be useful if the schematic budget is drawn up by each state in consultation with the Centre; and the Central Ministries would be able to assist each State with the information and knowledge of what is being done in other states. The broad distribution of the budget provision into cost of establishment, contingencies (recurring and non-recurring), grants-in-aid and loans should be prescribed by the Centre and within this pattern the State should work out its own schematic budget. At the district level and the block level, the local representative organisations, advisory at present and statutory in future, should work out the details of the local priorities and phasing within the framework thus prescribed. That the over-all targets, prescribed after mutual consultations at different levels, should be achieved, that the provision for loans should not be converted into grants-in-aid or other outright expenditure, that the provisions for grants-in-aid should not be converted into loans and that re-allocation and re-appropriation should be subject to the approval by the next higher body, would be both the guiding principles and the main restrictions on the discretion of such local organisations.

3.3. Apart from the special allotment under the community develop-

ment programme, there may be other schemes sponsored by different departments and financed either wholly from out of state funds or partly out of state funds and partly from local contributions or out of loans provided by the Government or lastly, solely out of funds of local bodies. All these should be integrated, together with corresponding allotments, at the appropriate level not only because the schemes are inter-related and cannot be considered in isolation but also because they affect and depend upon the participation by the same group of people. The plan-frame for the general development of the state should thus be broken down to the district and block level and integrated with the plan for community development. It would further be advisable if the panchayat samiti or the block advisory committee arranges for the break-up of this integrated plan into smaller units, Gram Sewak's circle, villages and lower down to families. We realise that so far this last break-up has been attempted in only a few areas and even there with little success. But, we feel that it is not, therefore, a necessarily unrealistic proposal. With the reduction of the size of the Gram Sewak's circle and the devolution of power to democratic bodies, this should be possible. As a corollary to the territorial break down of the programmes, the financial resources for grants and loans should also be similarly broken down and intimated to various local authorities. With the integrated plan emerging as a result of this procedure, it should be possible to build up a complete picture of the intergrated plan for the entire state.

3.4. This process of plan making and its annual revision should begin in September and end in February. The official estimate of the following year's financial resources should be available by September and the plan finalised by the following March. We are aware that this may not be always easy. The resources available from the Centre for various activities in rural areas are only a part of the total resources available for all development; and these resources are dependent on many factors operating within and outside the country, introducing a very large amount of uncertainty. Even so, every effort should be made to communicate in time as correct an estimate of the resources available as is possible; without such information planning from below becomes illusory and often leads to disappointment and loss of faith in the very process of planning.

3.5. A serious cause for dislocation of work and consequent wastage is the delay in the issue of financial sanctions. In states which receive the south-west monsoon these sanctions, especially for new works, reach the persons in charge of its execution well after the commencement of monsoon, thereby holding up ~~the~~ work in the dry summer months; even in the areas which receive north-east monsoon, these months are similarly wasted

Various possibilities have been suggested to us, for instance, that the budgetary year should commence on the 1st October instead of 1st April; that the work on the continuing schemes should under no circumstances be held up merely because financial sanctions have not been received; that all sanctions should be communicated within a week of the passing of the budget by the Legislature. Some of these ideas have been examined before and pronounced to be feasible. We would stress, however, the importance of the matter and recommend an immediate re-examination of the problem which appears to be one of the important factors which slow down the speed and progress of work in rural areas.

3.6. No realistic planning is possible without an indication of the areas of the unit for planning and the demarcation of the area into such units. It is obvious that the first step to be taken for this purpose is to demarcate all the blocks and prescribe the sequence and year of introduction of the community development programme in each of them. We appreciate that the latter is to some extent bound up with political considerations, but we would like it to be dissociated from them. Which block should be taken up first for working out the community development programme and which later should be a matter of administrative convenience rather than political considerations.

3.7. At present, the community development programme falls into three phases commonly described as the N.E.S. stage, the intensive development stage and the post-intensive development stage. We do not consider this division necessary, useful or convenient. The N.E.S. is basically a staffing pattern for extension services. The assumption that after a few years this staffing pattern takes a block to a stage where intensive development is possible and later on to another stage when the intensity of development can be relaxed, does not seem to be justified. As a matter of fact, we found that the 'post-intensive development' blocks presented a picture of inactivity and frustration. Community development is a continuing programme which needs active planning and provision of funds. The present system under which heavy amounts are available over a short period, preceded and followed by periods of inadequate resources, leads to two-fold waste and frustration on account of the non-availability of resources during the pre-intensive and post-intensive stages and availability of easy money in the intensive stage with a hurry to spend it before the close of the period.

3.8. We have discussed this matter with the representatives of the State Governments and of the Community Development Ministry and on the basis of these discussions as also our own observations have come to

the conclusion that the best arrangement will be to abolish the distinction between these stages. The community development programme should move in phases of six years and the unspent funds of each year should be allowed to be carried forward to the following year within certain limits.

3.9. In 1952-53 series of community projects, the provision per block was Rs. 22 lakhs for a period of three years. This was reduced to Rs. 15 lakhs for the 1953-54 series. The present provision for the N. E. S. stage of three years is Rs. 4 lakhs and for the community development stage is Rs. 8 lakhs, making up a total of Rs. 12 lakhs for six years. In other words, the annual expenditure per block was reduced first from Rs. 7.3 lakhs to Rs. 5 lakhs and now to Rs. 2 lakhs. On the other hand, the necessity for seed farms, intensive demonstrations, increased extension staff for soil conservation, the increase in the pay-scale of technical officers, need for provision of leave and training reserves, etc., have not been taken into consideration. Technical assistance provided in the agricultural sector is admittedly inadequate with one extension officer for about 100 villages. Also, the assumption that 25 per cent of the staff was already in position before the blocks were opened has been reported to be incorrect. We feel that the reduction of allotment from Rs. 15 lakhs to Rs. 12 lakhs has been unfortunate and the time has come for raising the allotment back to that figure.

3.10. The first period of six years should be followed by a second period of six years where the funds available for expenditure should be Rs. 5.5 lakhs. On the basis of the present schematic budget the allotment should be somewhat on the pattern indicated in Annexure VI to the note on the financial implications of some of the Team's recommendations in part II of this Volume.

3.11. This schematic budget provides the same staff as during the first stage of six years except institutional staff of the animal husbandry and medical departments, which at the end of the first phase become the responsibility of the departments concerned. Similarly, staff for rural industries will be the responsibility of the state departments of industries (no doubt assisted by the Centre). The short term loans provision would continue year after year and, if possible, increase in volume. We must add here that in this schematic budget we are not taking into account either the financial implications of our proposal regarding work amongst women and children or of the proposal for increasing the number of Gram Sewaks and pooling the staff of various departments at the village level.

3.12. We realise that all these recommendations will eat into the total provision for community development in the Second Five Year Plan



## Section 4

# COORDINATION AT THE CENTRE AND BETWEEN THE CENTRE AND THE STATES

We have been asked to examine the execution of the rural development programme with special reference to coordination between the Central Ministries and the State Governments and similarly between the Central Ministries themselves. The question of this coordination came up repeatedly during the discussions which we held with the different Governments.

4.2. Agriculture, animal husbandry, cooperation, public health, primary and secondary education, village, cottage and small-scale industries, are all matters which, apart from the constitutional provisions, should be the exclusive concern of the State Governments. The activities of the Central Government should be confined to assisting the State Governments with such finances as may be available, coordinating research at the highest level, advanced training, organisation and control of such inter-State institutions as the States themselves cannot establish. Wherever necessary, the Central Government should also function as a clearing house for information collected from different States and from abroad and for evolving, in consultation with the States, a common national policy consonant with the various five year plans. Even where the Central Government desire to introduce any new scheme on a country wide basis, it would be correct, appropriate and wise to advise the States only on the broad outlines of the scheme and allow them to work it out with such modifications as may be required by local circumstances.

4.3. Some of the Central Ministries operate their own schemes in State areas even in fields which the Constitution has left entirely to the States. But it is not the constitutional niceties which impel us to recommend a revision of this arrangement; rather the over-lapping, the lack of coordination and the wastage which it leads to. Even in the field of research there seems to be very little coordination between what the State Governments do and what the Central Ministries also simultaneously attempt. It is essential that such research schemes should not merely be appropriately coordinated but should be mainly worked out by the States leaving to the Central Ministries the role of helpful adviser.

4.4. In those fields of activity which the Constitution has assigned exclusively to the State, the Central Government should not merely not operate directly but should not concern itself with details of a purely local nature; that in fields where the States and the Centre can exercise

concurrent jurisdiction it is advisable, in the interest of both economy and efficiency, that the State Government should function alone, either in its own right or as the agent of the Centre; and that even in the latter case, it should be left wide discretion in regard to the administrative details.

4.5. It cannot be ignored that over-all planning has to be for the country as a whole, and, in the execution of the plan, the constitutionally assigned functions and jurisdictions may, in actual day-to-day work, need adjustments by mutual consent. Such adjustments have been, are being and will continue to be made according to circumstances; but we are of the opinion that the current practices are not satisfactory nor conducive to rapid, efficient and economical execution of the various schemes of rural development.

4.6. The fact that the Constitution has not left to the State Governments many elastic sources of revenue inevitably results in the position where the Centre has to come out with an increasing measure of assistance to the States even in those activities which are constitutionally the exclusive field of the States. This factor, however, should not be construed to vest in the Centre the right to issue to the States directives in regard to the minutest details of any scheme for central assistance as a condition precedent to the sanction of such assistance. It is true that the Parliament voting funds for expenditure through the States has the constitutional right to demand detailed information on any point concerning such expenditures; but neither efficiency nor economy would justify the constant exercise of such a right. Nor should it be ignored that the State Governments, being themselves responsible for the administration of large areas, often feel disturbed by demands either for information of the most detailed nature or directives which could be construed (though not intended) to be interference with their normal functions. Conventions, parliamentary as well as administrative, will have to be created whereby it should be adequate for the Centre to lay down the policy and prescribe the broad outlines of a scheme and then leave it to the State Governments to work it out in accordance with their own practices and in consonance with the local circumstances. The Centre will, of course, have to satisfy itself that the general objectives of the schemes are being carried out.

4.7. To demand that a scheme, which has been examined in detail by the technical officers of a State Government, should again be subjected to a detailed technical examination at the Centre before it is approved either for inclusion in the plan or for assistance from the Government of India should be generally unnecessary. Equally, it should be con-



sidered redundant for a Ministry at the Centre to make a fresh and detailed scrutiny of a scheme which has been approved by the Planning Commission; it is not unoften that as a result of such a scrutiny, information is asked for afresh on points of detail and time is lost in collecting and furnishing many details which neither the Central Ministry itself nor the Planning Commission considered necessary in the first instance. The conclusion is obvious that either the original scrutiny of the scheme was perfunctory or the Central Ministry's re-examination superfluous. This action leads to delay in the allotment of funds and consequent lapsing of sanctions due to the inability of the State Government to spend within the limited time available. We would urge that the Planning Commission and the Central Ministries, especially those dealing with matters of the utmost importance to rural development, namely, agriculture, health, education and industries (cottage and small-scale), should evolve a procedure whereby once a scheme is included in the plan, it should not need further detailed examination in a Central Ministry unless fresh and unforeseeable circumstances have developed.

4.8. In sanctioning central schemes it is necessary to bear in mind that between the States there is as wide a range of variety in administrative arrangements, pay-scales, methods of recruitment as in climatic conditions. It is, therefore, essential to allow State Governments a large measure of discretion in details like fixation of pay-scales of personnel working under special schemes, designs of buildings (within agreed ceilings of cost) etc.

4.9. The current procedure for the sanction of schemes eligible for central assistance lends itself to avoidable delay. The rates of assistance and the period for which such assistance is available are frequently not stated very definitely. If the terms of the central assistance could be more specific, if there are no separate rates of assistance for different parts of the scheme and if a strict rigid and almost immutable pattern is not prescribed, if the examination at the Centre is confined to the broad aspects of the scheme rather than its minute details, if once the scheme is approved by the Planning Commission, no further examination is insisted upon, and if frequent progress reports are not asked for other than those prescribed by the Planning Commission, we feel that there will be efficiency and economy in the execution of the various schemes under the Plan. We do not desire to go into the details of the different points of view expressed to us or quote examples relating to various Ministries or various State Governments, but feel that the above observations should justify a rapid re-examination of the present arrangements.

and should be adequate indicators of the line on which modifications should be made.

4.10. A corollary to the foregoing observations would be that whatever work the Central Government is to perform in the fields of agriculture, social education, health, rural industries, etc., should be performed by the Ministry concerned and the Community Development Ministry would only coordinate their activities in the block areas. This, however, does not give that Ministry adequate work. Simultaneously, we are aware that certain aspects of rural development cannot receive adequate attention in the Ministries in which they are at present being dealt with. In particular, we mention cooperation and rural self-governing institutions. These two are so closely connected with the programme of community development that we consider that it would be useful if they are brought under one Ministry—the Ministry which deals with the coordination of rural developmental activities all over the country. We have earlier urged that all development work should in future be the primary responsibility of village panchayats and panchayat samitis. We have also stressed the comparative neglect of cooperative organisations and their importance in the field of rural production. Bringing these two subjects at the policy-making level under one common Ministry also empowered to coordinate rural developmental activities would, in our opinion, ensure more effective work at the Centre and in the States.

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We have scrutinised the existing organisational structure and the methods of work in the development blocks. We have also examined the existing arrangements for the execution of the programme and the relationship between the different agencies within the blocks. We are aware that these organisational structures have evolved on different lines in the different States during the past many decades and that it is neither desirable nor feasible to prescribe for them in the name of efficiency and economy a uniform and rigid pattern. Even so, we consider that certain overall changes are useful and necessary to achieve better results in the field of community development.

5.2. The Gram Sewak is admittedly a multi-purpose worker with a strong bias in favour of the dominant function of increasing agricultural production. It is recognised in all the States that with the present area of operation he is not able to be as effective as we would like him to be. That this area should be reduced is essential, if he is to be really effective. The reduction of the area of operation leads to an increase in the number of Gram Sewaks and to certain financial implications. We propose that these financial implications be limited by pooling the staff working in the different fields of development and assigning their duties and functions to the Gram Sewak within his reduced charge.

5.3. We are aware of the various criticisms of this proposal; that this will lead to the Gram Sewak becoming more a service agency and correspondingly less an extension worker; that by handling too many jobs he will perform none of them well; that some of the tasks proposed to be assigned to him are beyond the capacity of the type of Gram Sewak now recruited; and lastly, that merely by pooling of the available staff we will not be able to increase to about twenty the number of Gram Sewaks per block and that additional expenditure was inevitable. These criticisms, we agree, have considerable force. We feel, however, that they do not take into account certain important factors; that the existing field staff is dispersed over large areas resulting in too much 'lost motion'; that its thin spread makes it relatively ineffective; that some of it remains comparatively inactive during certain seasons of the year; that the reduced size of the gram Sewak's circle will make it easier for him to perform all these tasks more effectively than they are at present performed by the different agencies; and that the pooling of the staff will consi-

derably reduce the financial burden of the proposal to increase the number of Gram Sewaks. We agree that this is not the ideal solution. But so long as we have to work with limited funds and scanty trained personnel, pooling is the only effective answer to the requirements of community development programme. As our resources in money and men increase, we will be able to provide specialised service agencies to meet the different needs. In all comparatively under-developed rural areas one has to begin with the multi-purpose worker at the lower levels working under specialists at higher levels, and gradually split up his work between specialised workers in the different lines.

5.4. We have referred to the need for reducing the area of operation of the Gram Sewak. It is difficult to prescribe a standard applicable to all regions; but normally the Gram Sewak should not be placed in charge of an area with a population exceeding 800 families or 4,000 persons; a larger charge will deprive him of the opportunity or possibility of establishing personal contact with all the families in his circle.

5.5. Within his circle the Gram Sewak should perform the following functions :

- (i) The entire agricultural extension programme including plant protection, agricultural engineering and horticulture.
- (ii) The entire animal husbandry programme including castration, first-aid and inoculation of cattle and improvement of fodder; development of fisheries; development of poultry.
- (iii) First-aid and distribution of standard medicines as part of the public health and medical programme and improvement of environmental sanitation.
- (iv) Assistance to teachers and other workers to plan and execute the social education and primary education programmes.
- (v) Organisation of Shramdan.
- (vi) Programme of field education for members of cooperative societies; the Gram Sewak should, however, neither hold any office nor be responsible for any office work in any local cooperative organisation.
- (vii) As we propose that all development work should become the responsibility of the village panchayat, there should be an organic link between the village panchayat and the Gram Sewak. We, therefore, propose that he should be the development secretary of the village panchayat, when a single village

panchayat covers his circle; otherwise of the council of all the village panchayats in his circle; but he should not in any manner be responsible for any other work of the panchayat including the management of its office.

5.6. When the Gram Sewak is made responsible for all these functions in his circle, it will become unnecessary to have, (except for personnel attached to an institution), any field worker at a level below the block in the departments of agriculture, veterinary and animal husbandry, Harijan welfare, tribal welfare, etc. The existing staff position obtaining in the States and the financial implications of the enlargement of the Gram Sewak's functions, the restriction of the territory in which he operates and the pooling of the staff have been worked out separately.\* The additional cost of this scheme will have to be shared between the States and the Centre on a mutually agreed basis.

5.7. Until such time as our proposals for democratic decentralisation are given effect to, it will be useful if a closer link is established between the Gram Sewak and the village panchayat. The Gram Sewak as the development secretary of the village panchayat should place before it at the time of each monthly meeting the progress reports of the development work in the circle. The village panchayat after scrutiny should forward its comments to the Block Development Officer.

5.8. The quality of personnel at the village level can be kept up at a satisfactory level not merely by appropriate training and competent direction from the top, but also by providing reasonably attractive service conditions and adequate incentives such as a pay-scale commensurate with the Gram Sewak's qualifications, duties and responsibilities, a fixed travelling allowance or cycle allowance, reasonable residential accommodation, security of tenure, scope for promotion and rewards such as special educational tours, award of certificates of merit, etc. They should provide a useful and large source of recruitment to certain cadres like Panchayat Officers, Cooperation Officers and Social Education Officers. The Gram Sewak will be responsible to different block-level extension officers for different aspects of his work. It is, therefore, recommended that the Block Development Officer should invariably consult all the extension officers before recording his remarks on the annual assessment of the Gram Sewak's work.

5.9. In regard to Gram Sewikas we are making our observations and recommendations in the section dealing with the work among women and children.

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\* Vide Appendix 8.

5.10. The size of the block has been the subject of considerable discussion. Originally, each community project embraced a population of roughly 2 lakhs and the project was divided into three blocks. These figures were not based on any special study of the needs and requirements of the area nor on the capacity of the staff appointed to handle the work; they were almost accidental. When, therefore, it is said that the average population of a block should be 66,000, there seems to be no special basis on which this figure is arrived at. As a result of our various discussions, we have reached the conclusion that normally a Gram Sewak can cope with a population of about 800 families or 4,000 persons. For very sparsely populated areas, the figure would be necessarily smaller. We also feel that an extension officer cannot normally deal with more than 20 Gram Sewaks; with more trained personnel becoming available this number will have to be smaller. The sizes of the blocks as well as of the Gram Sewak circles at present show a wide range of variations from block to block.\* We do not suggest a wholesale re-demarcation of boundaries on the basis of any rigid prescription of size or population; but, in future demarcations all relevant factors, such as topography, density of population, its stage of development and the communications, should be borne in mind together with the possibility of making the block co-extensive with an existing administrative unit provided that its size does not become excessively large. There is little doubt that a block with a population of appreciably more than 1 lakh is an unmanageable unit. With a manageable size the block should also have its headquarters located as centrally as existing facilities of communications would permit. The selection of a centrally located headquarters tends to reduce the 'lost motion' factor in work.

5.11. The block should, as far as possible, be treated as the administrative unit of all development departments so that there is one unified set-up without duplication in numbers, overlapping of jurisdiction or blurring of responsibilities. An automatic corollary is that the expenditure under the development block schemes can and should be co-related with the normal development expenditure in the block. This, in turn, implies that the budget of the development departments within the district is split up block-wise and is interrelated with the block budget wherever there are blocks.

5.12. Coordination of the activities of the various extension officers has offered a fruitful source of disagreement in various departments. There is no doubt that the scheme envisages that the Block Development Officer should function as the captain of the team. The connotation of that phrase and its implications have, however, been different for different persons.

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\* Vide Appendix 9 (a) and (b).

We are satisfied that there has to be coordination and that coordination can be achieved only by the Block Development Officer. But coordination should never be intended to mean either centralisation or erection of 'road-blocks' between the block level officers and their departmental superiors at the district level. Difficulties now experienced would be eased considerably if every head of department and his district officers realised that the work in the development blocks is as much their concern as the departmental activities outside the blocks. The Block Development Officer on his part must clearly realise his responsibility to the district-level departmental officers. We would, to this end, recommend that the District Collector, while recording his annual observations on the work of the Block Development Officer, should invariably consult members of his team at the district-level, so that the Block Development Officer will understand that he is also responsible to each of these officers. We deliberately refrain from suggesting details of how this coordination can be achieved, because conditions and existing conventions differ from State to State. In this matter, we have no doubt that we will ultimately settle down to a right pattern only by gradually evolving new conventions.

5.13. We have noticed that in some States the Block Development Officer is often recruited from grades of inadequate status and is, in some cases a non-gazetted government servant. We recommend that he should invariably hold a gazetted rank and should be the drawing and disbursing officer in respect of all the block area budgets of all the development departments.

5.14. We have earlier referred to the need for pooling of the staff below the block level. At the block level, it is essential that the staffing pattern of the government departments, coordinated as above and the staffing pattern of the local bodies should not overlap functionally. Effective coordination between the two will eliminate waste and increase efficiency. As conditions differ sharply from State to State, we do not think it necessary to examine this aspect of the matter in further detail nor to make any more specific recommendations.

5.15. One of the gaps in the community development staffing is the lack of adequately qualified persons to deal with the works programme relating to irrigation, housing and communications, etc. There is financial provision for an overseer for this work but not often is qualified staff available. The jurisdiction of this technical staff frequently overlaps that of the P. W. D. and Irrigation Officers. We would suggest that the posts borne on the N. E. S. budget should be treated, as in the case of other development departments, as a net addition to the cadres of the Irrigation

and Public Works Departments who can then redistribute their jurisdictions in units of complete blocks.

5.16. A much debated question is whether the Block Development Officers should form a separate cadre or a pool of officers drawn from different cadres. Arrangements vary in the different States but the consensus of opinion seems to be, (and we agree with it), that it would be best to enlarge the junior administrative cadre to include all Block Development Officers' posts, to ensure that at least 75% of this cadre is recruited directly by open competitive examination and to provide that 25% of the cadre can be filled by promotion from various junior cadres such as officers of the cooperative, panchayat and revenue departments and the social education officers' cadre wherever it is not merged in any Education Department cadre. Officers recruited directly from the open market should be posted as Block Development Officers after their initial training and before they have spent more than two or three years in the revenue department so that they are not imbued with what is known as the revenue bureaucratic spirit.

5.17. A more hotly contested subject is the arrangement prevailing in some States where the revenue officer, known as Tehsildar or Mamlatdar, is also the Block Development Officer. This arrangement has been strongly discouraged by the Ministry of Community Development on the basis of successive Evaluation Reports.\* The pattern is prevalent in three States, Bihar, Rajasthan and Bombay. In Bihar where the zamindari system was abolished recently, the Block Development Officer has also been given the power of collection of land revenue as also certain other administrative powers in the revenue field but not compulsive powers. These vest in the Deputy Collectors. The block revenue unit has been made coextensive with the development block. The junior revenue official has been made the additional secretary of the village panchayat or panchayats within his circle. Normally, the village panchayat and the Gram Sewak's circle as also this revenue official's area of operation are identical. In Rajasthan the integration is only at the block level. The Tehsil and the block are co-extensive; the Tehsil being normally small in size, the block does not depart from the prescribed limits in area and population. The Tehsildar is given an Additional Tehsildar to assist him in his revenue work, so that he can devote the major portion of his time to development work. With the increasing emphasis which the Government itself places on development, there is no fear that the Tehsildar will do otherwise. In Bombay, on the other hand, the Tehsil was and is of a very large area covering a population sometimes exceed-

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\*Evaluation Report on the Working of Community Projects and N. E. S. Blocks—April 1956. Pp. 24-25.



ing even 2 lakhs. This was turned into a block for development purposes. The Mamlatdar who was already heavily overworked,\* was in addition made the Block Development Officer substantially without the assistance of Additional Tehsildar. Lower down, the revenue circle inspector was made the Gram Sewak. This arrangement in the State of Bombay has certain very serious drawbacks; the block is too large, the Mamlatdar has little time for the development work, the cadre of Tehsildar recruited according to the present rule is unsuitable for development work and the revenue Circle Inspector has neither the time nor the real inclination to do the development work. It is only when these defects are eliminated that it may be possible to combine the revenue and development functions in one functionary at the block level. In such a case, the size of the block should be determined on lines similar to those indicated in Section 2. The Tehsildar must belong to a cadre recruited as just now indicated by us in paragraph 5.16. In addition, it may be safe and wise in the earlier stages of community development to transfer the compulsive revenue power of such an officer to the Sub-Divisional Officer or Prant Officer.

5.18. Below the block level, the combination of development activities with revenue activities is, in our opinion, definitely injurious to the former. We recommend that the Talati or the village accountant may work as the joint secretary of the village panchayat; but we scrupulously refrain from assigning to him any development work. In our scheme the Gram Sewak has been assigned the work of secretaryship of the panchayat in development matters, but he will be kept completely separated from revenue functions and from office work.

5.19. The sub-divisional officer has been associated with community development work in different degrees in different States. In one, he is the Project Executive Officer and as such has to certify and pass all bills, the Block Development Officer being a non-gazetted official in others, he is almost completely unconnected with the community development work. These are two extreme cases. In our opinion the most useful arrangement would be to give him supervisory control over the Block Development Officers in this sub-division and to delegate to him some of the powers now vested exclusively in the Collector. In particular, the Sub-Divisional Officer should be able to concentrate on the human and organisational aspects of the programme including arrangements for supplies and equipment. Where necessary, he should be sanctioned suitable staff to assist him in carrying out this work efficiently.

5.20. At the district level, the Collector or the Deputy Commissioner should be the captain of the team of officers of all development depart-

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\*Vide Appendix 10,

ments and should be made fully responsible for securing the necessary co-ordination and cooperation in the preparation and execution of the district plans for community development. Where he is not already empowered to make the annual assessment of the work of the departmental officers in regard to their cooperation with other departments, their speed in work, their dealings with the people and their reputation for integrity, he should be invested with such powers. The District Collector should be provided with a whole-time Additional Collector to relieve him of the general administrative duties so that he can himself, as far as possible, function and be designated as the District Development Officer. The actual distribution of work between the Collector and the Additional Collector should, however, be left to the Collector himself. In all matters requiring coordinated action by more than one department, the Collector should receive copies of all important communications. He should also be asked to forward his comments on the annual report of each district development department and will no doubt, utilise this material for the compilation of the annual administration report of the district on community development.

5.21. We suggest that wherever the system of Commissioners operates, the Commissioner or his equivalent should also function as a coordinating officer on lines similar to those suggested for the Collector. The regional officers should be delegated the maximum powers and responsibility and only the more important matters should be decided at the State Headquarters.

5.22. It has been frequently stated that these days inspections are not what they used to be. We feel that, so far as community development work is concerned, inspections have to be more thorough and thereby more fruitful than they now generally are; equally so of visits by senior officers and ministers. These visits should be prolonged and should help both the visitor and the local people to assess the progress made, the difficulties faced and lead to a solution of these difficulties. We quote, with approval, Mr. Albert Mayer's report on the Etawah and Gorakhpur Projects :

"There is no question whatever based on my experience in the field that there is almost no single thing that so encourages and inspires the field worker, as visits from higher officers. This is so for a number of reasons. It is a tangible recognition of the importance of their work. The workers genuinely respect their higher officers, want their advice (and incidentally, where justified, a bit of a pat on the back) . The villagers react the same way.

And the officer himself gains enormously in first hand understanding of both the difficulties and the opportunities.

'Higher Officers' include everyone from the District level up. 'Visit' means not just a brief superficial incursion, but a serious visit to the villages inspecting demonstrations, leisurely discussions, sitting through a whole staff meeting—not leaving after the first half hour....It means several days.

There is absolutely no substitute for this whether it is a visit by a Minister or by the most distinguished foreign delegation. These are pleasing, but no substitute, and nothing like as useful. It pays the most remarkable dividends, in contentment, in psychological security, in output of energy, in mutual understanding"

5.23. Copies of progress reports submitted by the heads of departments to Government should be endorsed to the Development Commissioner, who should prepare a quarterly review for the State as a whole in the entire sphere of planning and development.

5.24. A coordination board consisting of heads and secretaries of all development departments as members and the Development Commissioner as the chairman, should be constituted in the States in which it does not exist. It should meet periodically to review progress, to resolve difficulties, and to decide the details of the programme of the ensuing month. This board should not be purely advisory. Its suggestions and recommendations should be given full weight and their extracts should be circulated as decisions for compliance by the field staff. This will reduce the volume of paper-work and facilitate quick communications.

5.25. In some States a senior officer is designated Development Commissioner and is in full charge of the work; in some he is concurrently designated as principal secretary to the Government and, so far as the development departments are concerned, can call for any file and record his minutes and submit it to the Minister concerned and to the Chief Minister. Both these arrangements have worked satisfactorily as the Development Commissioner is invariably a very senior officer. In certain other States, the Chief Secretary is the ex-officio Development Commissioner and another officer designated as Additional Development Commissioner is in actual charge of the work. This arrangement is found to be efficient only when the Additional Development Commissioner is an officer of high seniority. Where this is not the case, his power of coordination is adversely affected by the fact that the secretaries and heads of the development departments are senior to him,

Therefore, wherever the Chief Secretary is also ex-officio Development Commissioner, he should either be relieved of a large volume of his normal work of general administration so that he can devote a considerable portion of his time to development work; or he should be assisted by an Additional Development Commissioner of high seniority in the cadre, who can also be designated ex-officio Additional Chief Secretary.

5.26. The Development Commissioner should also be the Planning Secretary as is the case in almost all the States. We have found that where the two posts are held by two different officers, coordination is not the maximum possible. The development department should be only a coordinating department. We have, therefore, found that it functions best under the Chief Minister, who may, where necessary, be assisted by a Minister concerned mainly with planning and coordination. While other arrangements may be necessitated by local considerations, this would be the most effective.



Public participation in community works is only one facet of the larger concept of community development. But such participation creates a quick and deep impression on the tabular statements of the statistician and the sympathetic mind of the casual observer. Consequently, during the past five years there has been a clear tendency to confuse people's participation in community works with their participation in community development. This confusion has, in its turn, bred two defects which we consider it essential to remove.

6.2. There is the desire to inflate figures indicative of people's contribution to community works. The method of assessing such contribution has differed not merely from State to State but from block to block. The extreme case which a Development Commissioner mentioned to us was that of a Block Development Officer, who calculated as 'people's participation' the wages which would have been earned by persons present at a meeting of a cooperative society had they not attended it. In another State, where consolidation of holdings is being done on a very large scale and as a part of such consolidation, land is set apart for village roads, panchayatghar etc., the value of such land is included in 'people's participation'. We feel that it would be useful to adopt a uniform and realistic method of assessment of public participation in community works. This will then place it in its proper perspective in the scheme of community development.

6.3. The assessment of the value of labour and of material supplied by the people becomes difficult because the rates recognised by the P.W.D. are always higher than the locally prevailing rates. Even so, we feel that the correct method of assessment would be to calculate the money-equivalent of the labour and material supplied by the people on the basis of the rates recognised by the P.W.D. We will also stress here that while financial contributions made by local bodies should be included in the total value of people's participation, it must be ensured that such figures do not, under any circumstances, include any part of Government grants. We would here like to commend the observations made by the Estimates Committee of the Parliament in its Fortieth Report.

6.4. The second defect, which we have noticed, is the unequal participation by different sections of the local community. Generally, the more prosperous sections of the village community have participated in

community works less than others; and when they did, it was more by contributions in cash or kind than by actual physical labour. At the other end, the landless labourer, who gets his daily bread from his daily wage, found it hard to participate voluntarily. Where he did, his sacrifice was perhaps uncalled for and possibly not always of his free will. It is of the essence of this aspect of community development that the participation should be widespread, should be fairly similar for all participants and should not call for a disproportionately large sacrifice from the weaker sections of the community.

6.5. A new problem has also arisen in most areas in the shape of the maintenance of the works executed by or through public participation especially katcha roads, as in future no State-aided local schemes should be sanctioned unless some arrangements have been made to ensure its maintenance after completion. Under the existing rules, Government departments cannot take up this responsibility; nor is any local body willing to. This last fact is a measure of the change of the hopes for public attitude to community works and to community development in general. On the other hand, according to the survey of the Programme Evaluation Organisation, the effort at stimulating and continuing positive action based on self-help has been comparatively unsuccessful in those areas where rural consciousness of economic and social needs has increased. Excessive dependence on continued Government initiative and assistance is still being exhibited by a vast section of rural population in areas where the community development programme is being worked. We must, however, also mention that, according to the reports we have received, a few panchayats have been successful in a small measure in mobilising voluntary labour for community works. In such villages a new leadership is emerging, indicative of a new attitude to local welfare and local development and a realisation of the value of local institutions and institutional leadership. Even though such leadership, even now, goes with economic and social status, there are hopeful signs that this is not always so.

6.6. It is clear that while organised public participation in community works should, especially in the earlier years of development of backward areas, receive a very large volume of attention from the persons in charge, steps should be taken to ensure that as large a section of the community as possible participates directly in their execution, that such execution is organised through statutory representative bodies which can take over their maintenance and that the participation is general, voluntary and not beyond the means of the participants.

The Second Five Year Plan observed: "the experience gained in Social Welfare Extension Projects as well as in Community Project areas deserves to be studied more closely with the object of evolving suitable patterns of organisation for work among rural women and children. In each district, there should be close co-ordination between National Extension and Community Projects and Social Welfare Extension Projects."<sup>1</sup> Nine months later, the Estimates Committee of the Parliament recommended that "an integrated programme should be drawn up for the project areas in consultation with the Central Social Welfare Board and other women's organisations".<sup>2</sup> These observations confirm public apprehension that Government funds were being spent through agencies, whose activities were uncoordinated.

7.2. In an N.E.S. block there is only one woman S.E.O. who has to look after the welfare of the women and children of 100 villages or in an average sized block round about 45,000 persons; and at the end of three years she is, if she is lucky, given two Gram Sewikas "sometimes hardly literate",<sup>3</sup> who again are withdrawn after three years. All this work she is expected to do without any transport; in the Central Social Welfare Board projects, always located outside N.E.S. blocks, on the other hand, the Convenor of each Project Implementation Committee of the C.S.W.B. possesses a jeep—intended for use in 25 villages—but almost never available to the project staff. Considering that out of the total expenditure of about 90 lakhs on the various projects of the Central Social Welfare Board in the First Plan period, as much as 33 lakhs have been spent on buying jeeps alone (apart from their maintenance), we feel these jeeps could have been more profitably used jointly by the women field staff of the development blocks and the C.S.W.B. projects. Since then efforts have been made and some understanding reached between the Central Social Welfare Board and the Community Development Ministry, the two main channels for expenditure of Central Government funds in this field. The terms of agreement indicated a desire to ensure the continued existence of the two 'parties' as it were—which is rather unfortunate and does not augur well for their future activities. Six months after this agreement, in June 1957, the Chairman, Central Social Welfare Board, complained that she could

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1. Page 244.

2. 42nd Report, Part III, page 57.

3. Experts' Committee Report on Training.

not even 'get full information about the location of the community development blocks in various States.'

7.3. We feel that if our objective is to provoke and develop in rural women "progressive outlook for intelligently participating in the nation-building activities"<sup>1</sup> and if we have failed to do this in spite of our efforts in the past six years, it is imperative that the work should be directed from one point alone, and one general policy should be adopted and followed. This work is inter-related to the functions of the State Departments and Central Ministries dealing with health, village industries, education, poultry-keeping and animal husbandry; and similarly, in the block and in the village to the activities of the corresponding development staff. Here again, we would like to emphasize what we said in Section 4 about the coordination between the Central Ministries and the States. Complete responsibility for the work will be with the States, the Centre functioning as the advisory, coordinating and financing agency.

7.4. For various reasons, such as the lack of properly qualified field-workers, the indefinite content of the programme and vagueness regarding the objectives, whatever little work has been done, has been confined to semi-urban areas and larger villages; and, even there, it has taken little account of the women and children belonging to the poorer sections of the community. The Estimates Committee expressed its feeling that "so far ..... rural women by and large have been left untouched. Sporadic efforts in educating village women in certain crafts and in opening some recreational centres and clubs at certain places seem to be all that has been done in that direction".<sup>2</sup> Recently, the Team also, while visiting one of the States, noticed that the 'poor and backward people attended women's centres in small numbers and were attracted only to such occupations as were remunerative in the long run' and 'they were not attracted to Bhajan and Harikatha programmes'. In the Madras State Social Welfare Advisory Board Report<sup>3</sup> the Chairman, Mrs. Reddy, observes that "in some villages the adult women do not show any interest in either learning letters or handicrafts, for the very reason that their whole time is occupied in the fields where they are engaged for the production of foodgrains and when they return home they find themselves too tired to attend evening classes at the centre outside their own homes." All this makes it abundantly clear that we have yet to redefine

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1. Estimates Committee's 42nd Report, Part III, page 57.

2. 42nd Report, Part III, page 56-57.

3. Introduction.



our objectives; and having done so, design a pattern of work and evolve suitable machinery for attaining those objectives.

7.5. At different times and in different parts of the country, stress has been laid on different aspects of welfare work like literacy, culture, health and hygiene, removal of social disabilities, beautifying of homes, women's clubs and so on. The Ministry has, however, very recently recognised that the programme for rural women must be supported by "making economic and child welfare activities.....the centre around which women can continue building up their community life." (Agenda VI, Mussourie Conference). These two objectives are surely more than ample and their restricted scope indicates a sense of realism.

7.6. Even within this restricted sphere, there are a number of items which concern the community as a whole, and should, therefore, be separated while designing our pattern of work intended exclusively for women and children. For instance, the provision of drinking water or the building of sanitary latrines or construction of roads need not be the concern of the persons dealing with the women's and children's welfare; their primary concern should be to find ways in which the rural women might be assisted to increase their income and improve the condition of the children.

7.7. At present literacy is an important item in the programme for women's and children's welfare. We feel that the adult literacy programme for women above, say 25 or even 20, has no importance whatsoever; for other women also, the literacy programme, taken by itself has no appeal; for one thing they have very little leisure for book-learning; besides, such learning can hardly enrich their lives; abstract learning has very little meaning to a village woman. Equally has 'home improvement' in some of its aspects any significance to her. 'Light and ventilation' ought to be attended to at the time of construction of the house and in the construction of the house it is the man whose voice counts; this is, therefore, not a matter where the Gram Sewika can be of much use. Beautifying the house by "arrangement and orderliness of utensils in the kitchen, the boxes, bedding etc."\* has been recommended. This particular recommendation is clearly unrealistic; it ignores the fact that to the larger section of the village community a house is a single-roomed hut which is the kitchen, the bed-room, the dining room and the parlour, and not unoften the cattle-shed. The number of their earthly possessions is too small to be arranged into 'orderliness'. Besides, it is

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\*Sixth Development Commissioners' Conference—Agenda for, page 128.

not always that the rural women lack aesthetic sense in beautifying their house—the designs on the walls of their mud-huts, in some areas, have been copied by the sophisticated city women. Magan Chulha or the smokeless chulha is a good thing. But when the village woman has only one or two cooking pots and cannot afford more, it is hard to persuade her to take to it. We noticed that very few of the Gram Sewikas used Magan Chulhas. It is necessary to evolve designs suitable to different areas instead of propagating one type all over the country. Health and hygiene are undoubtedly very important though it is rarely that one comes across them in a village. Here, however, the fault lies not with the programme but with the workers. It appears to us that the training centres of the Gram Sewikas should stress less on the theory of sanitation than on its actual practice. In their daily lives in the training centres the urgency of personal and environmental cleanliness should be drilled into the Gram Sewikas.

7.8. Increasingly and very rightly, the stress is shifting from providing amenities to creating work that brings more income. A few prosaic items like the care of the cow, the kitchen-garden and poultry-keeping, are in the opinion of the Team, the most effective development works for the rural women. The development work will then be tangible and therefore truly lasting and will lead to welfare. The work itself is in keeping with the background of our village women, the return quick and assured; it can also be easily inter-woven, in the pattern of their normal daily duties. The produce can either be marketed or consumed within the family with real benefit to all, specially to the children. Incidentally, these items of work, if taken up seriously, will increase the nation's supply of milk and eggs on which the Planning Commission has laid so much stress. These items should for a long time to come continue to receive the primary attention of our women workers in the villages.

7.9. After this come cottage industries which cannot always be easily interwoven into the daily pattern of the rural women's life. Only those women, who have a certain amount of leisure, can be persuaded to take up one or more of them. Nor will such persuasion be easy unless they can be satisfied that what they produce will sell and fetch money. Knitting, embroidery and tailoring which are taught these days by the Gram Sewikas, as a matter of course, have, we feel, no economic possibilities, excepting in villages which are near large cities and even then, only where the work is of a high standard. These particular items appear to have been taken up mainly because of the success of the rural centres run by foreign Christian Missionaries. But we forget that

such centres were limited in number, the teachers very well qualified and the performance of such excellence that the Missions could without much difficulty market all the articles both in India and abroad. On the other hand, what is necessary is to teach most of them the elementary use of thread and needle so that they can mend clothes for the family. All the same we do not say that no effort should be made to develop needle craft or knitting or even tailoring but this can be done only when a large and ready market is close by and authorities can engage really qualified and competent teachers.

7.10. In such villages as surround large towns and cities we can also start cookery classes. Women who are likely to come to the city in search of employment and then drift, would be immensely benefited by these. It should not be difficult to secure decent jobs for such trained women through the employment exchanges.

7.11. We have indicated later in this Report the points to which increasing attention has to be paid in the sphere of rural industries. Here, we would merely stress that cottage industries and the slight addition which they would make to the family income or the household income should go a considerable way in creating among our village woman a desire for economic progress as well as progress in other directions.

7.12. This programme, concentrating as it does on a few points, nevertheless requires staffing with a different type of personnel than at present. Such personnel is admittedly in short supply. Also, it requires very careful organisation and intensive supervision. We have, therefore, suggested later in this Section limiting it in extent in the next few years.

7.13. The current child welfare programme is vague and often unimaginative. Most of the work in this line has centred round what is known as the Balwadi which, in rural areas, is nearly always an anæmic creche, an unscientific kindergarten and a jumble of different age-groups.

7.14. We feel that we have yet to evolve a satisfactory programme for our children and for this purpose, we recommend that, to begin with, we should concentrate on a few selected areas as an experimental measure. While going ahead with the right type of training for future workers, we should restrict our work to a few lines. For this purpose, the children might be grouped into four categories:—

- (1) Infants up to 18 months,
- (2) One and a half years to three years,
- (3) Three years to six years, and
- ~~(4)~~ Six years upwards.

The health visitor and the Gram Sewika should visit every member of the first group very frequently, the former at least once a week and the latter three times a week; they should guide and assist the mother in all matters relating to the baby. Regular creches have to be started for the second and the third groups with trained staff paid for possibly by the panchayats; these creches will serve as useful training centres for those village women who wish to take to nursing or children's work in private homes. The fourth group consisting of both boys and girls must go to school. But most of these children are away from home, grazing cattle or looking after crops. To make it possible for these also to attend school, children of each of the top three classes in the schools can be divided into two batches; each such batch can attend to grazing cattle one day in the week while the rest study. This arrangement will lead to a five day week for all these children without interfering with their field work, and this is where the Gram Sewika should be useful in persuading the village parents to send their children to school.

7.15. This limited programme which we have recommended is only the beginning, but its success depends very largely on the ability of staff to execute it. This again depends on the material we recruit to our training centres and also on the curricula. At present, according to the Expert Committee on Training "some of the selected candidates were hardly literate". The candidates working in the projects of the Central Social Welfare Board are not different in calibre. We have to choose between reasonable standard of quality with the inevitable limits of quantity on the one hand and a vast unenlightened quantity on the other. The costly experience of the past few years should help us to decide. We feel that it will be useful and easy to recruit Gram Sewikas from amongst matriculate teachers working in the rural or semi-rural areas. They will necessarily have to be given a special or a higher scale of pay as an inducement.

7.16. The present curriculum is, in our opinion, unrelated to reality. Few of our Gram Sewikas will find useful the items mentioned in that curriculum beginning with 'what food does for us' and going through 'the fibres commonly used for clothing and how to identify them, distinguishing silk, rayon, cotton, wool, artificial silk, etc.' and going up to 'the household medicine box and simple remedies like aspirin, argyrol, sulfa guanadine etc.' This curriculum apparently based on foreign conception needs to be revised and made to suit our rural conditions. We shall further discuss this matter in a later section.

7.17. According to the C. S. W. B. pattern a group of about 25 villages is served by 5 Gram Sewikas, 5 craft teachers, 5 *dais* and one

Mukhya Sewika for a period of three years, apart from the office staff. This works out at 20 Gram Sewikas, 20 craft teachers, 20 *dais* and 4 Mukhya Sevikas per block in addition to four times the office staff. In the N. E. S. pattern, there is a woman S. E. O. for one block of about 100 villages and after three years she is given the assistance of 2 Gram Sewikas who are withdrawn after another three years.

7.18. In the block-projects started after the agreement between the C. S. W. B. and the Ministry of Community Development, there are 10 Gram Sewikas, 2 craft instructresses, 8 part-time workers in charge of Bal Wadis and 5 *dais*; in addition, there are 6 supervisory persons apart from the woman S. E. O.

7.19. We have already recommended that the number of Gram Sewaks should be raised to about 20 per block. It will be necessary to have at least an equal number of Gram Sewikas, whose recruitment and training we shall indicate later, working full time. We do not consider that it is necessary to continue the woman S.E.O. as at present. Instead, we suggest that there should be a Mukhya Sewika who would be selected from amongst the Gram Sewikas on the basis of merit alone, and if necessary given a little extra training in particular lines. All of them will be guided by the block-level extension officers in health, industries, education, animal husbandry, etc. Some of the craft instructresses' posts should, in our opinion, be abolished and the others integrated with the staffing pattern for rural industries so that we will be able to employ good craftsmen to teach both ~~men~~ and women and look after the progress of the village industry. The ~~Gram Sevikas~~ will assist them in their work among women. The *dais* or such of them as will be needed, as also the health visitor and the midwife can be integrated with and enlarge the staff of the primary health centres and sub-centres. The welfare programme amongst women and children is not to be a temporary affair and has to occupy a permanent place in our socialistic pattern of society; the staff appointed for it should, therefore, be made permanent; with a sense of security the quality of their work should improve. Obviously, they can only work as employees either of the State Government or of a statutory local body.

7.20. We are suggesting that community development should be planned and carried out in phases of six years which need not be subdivided as at present into what are known as the N. E. S. and C. D. stages. This will also apply to the programme for women and children. The programme which we have suggested requires a well qualified and well trained personnel; if only because such personnel is scarce we must limit the scope of our present activities; we suggest that

one block should be selected in each district and it should be near the district or sub-divisional headquarters so that it can receive the maximum attention from senior officers as also from women's voluntary organisations. No work in a block should be started until there is the full complement of trained personnel. Only after these blocks have shown results, should the programme be extended to other blocks.

7.21. As already pointed out, most of the C. S. W. B. projects are outside the community development block areas. These existing projects should be forthwith transferred to the State Governments which should arrange for their administration and supervision either through departmental agencies or through local statutory bodies.



Our recommendation, that the distinction between the three stages—the N. E. S., the intensive development and the post intensive development—should be abolished is, we find, similar to the current Community Development programme for the Tribal Areas. Here a budget of Rs. 27 lakhs to be spent in a period of 5 years has been provided for small blocks with populations of about 25,000 each. State Governments have been intimated that the budget allotments should be treated as extremely flexible and have been empowered to transfer funds from one head to another within the same block in any manner they consider necessary, as justified by local circumstances. We recommend that the period of the programme should be 6 years as in the case of blocks in other areas. We also suggest that in demarcating these blocks it may be borne in mind that at some future date a complete number of such blocks might, if necessary, be integrated into a block of the normal size.

8.2. The schemes in all their details should be worked out in consultation with the tribal people, who should feel that their advice is not only sought but also acted upon in all matters. In the case of tribal areas a thorough preliminary survey is even more important than elsewhere. Such a survey should be completed and studied before the detailed budget of a block is drawn up. As far as possible, personnel should be recruited locally; but, we are aware that, for some years to come this may not be possible, especially in regard to block extension officers. In the selection of all personnel, sympathy for and understanding of the tribal people should be considered one of the pre-requisites. In any case, it is necessary that the recruited personnel should acquire a knowledge of the dialect, customs and ways of life of the people among whom they work.

8.3. We would stress that the community development staff in the tribal areas should work in an atmosphere and in a manner consonant with the tribal traditions; that buildings, either for offices or for the residential accommodation of the staff or for housing the schools or the panchayats, should be in tune with the local traditions, even though they should be of an improved type. The intention would be not to make the tribal people wonder at them as something not intended for themselves but to make them models for the improvement of their own houses.

8.4. Scope for agricultural development in most of the tribal areas

is limited. Improvement of agriculture has, therefore, to be confined to a few measures, like supply of improved seed, use of manure, use of improved implements, soil conservation and improvement of live-stock. We also suggest that a careful attempt should be made to introduce new crops, especially those cash crops which it may be possible to grow on hill-sides. 'Jhuming' or shift cultivation is practised in vast tracts in tribal areas. Efforts have been and should continue to be made to induce the people in these areas to take up settled cultivation, wherever possible. In this matter they can also be assisted by subsidies for housing. Settled cultivation is, however, not always possible, because of shortage of suitable level land, the enormous cost of terracing the hill-side and the tribal ownership of land in certain areas. This, it will be very unwise to interfere with, especially with our present attitude to problems of land ownership. For all these reasons, in many areas, we may have to render the present method of 'jhuming' less harmful without actually attempting to prevent it. Different suggestions have been made in this regard. These may not be applicable to all the tribal areas with their varying intensity of rain-fall, soil conditions and types of crops raised. We have, however, been advised that growing of legumes, like arhar, cowpea, grams, etc., during the fallow period is very helpful in restoring the soil fertility of the 'jhumed' land and preventing soil erosion; it will, at the same time, provide some small income to the cultivator.

8.5. The need for providing adequate credit facilities for the Adivasi cultivator is of great importance. Very few of them have been organised into cooperatives, nor is such organisation an easy matter. On the other hand, with their comparatively recent introduction to money economy, the tribal people are an easy prey to the middleman and the money-lender. While, therefore, intense but very careful work is indicated in the field of cooperative societies, Government must for the time being undertake the responsibility of directly supplying the necessary credit in these areas, especially agricultural credit. The Government of Andhra Pradesh have in this matter initiated a scheme\* which may be studied by other Governments.

8.6. The Adivasi, with the limited scope for agriculture, and the limited development of a market for his handicrafts, is under-employed or unemployed over long periods in the year. Works programmes like communications and soil conservation will provide him with some employment. Also the organisation of labour cooperatives for working forest coups and for collecting minor forest produce would make a very handsome addition to his income.

8.7. Some of the tribal people have traditional skills of a high

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\* Vide Appendix 11.



order ; these should not be merely preserved but developed by providing raw material and marketing facilities and, where necessary, technical guidance. In many areas, training centres for new arts and crafts could be started and indigenous talent and raw material could be well used.

8.8. Horticulture and the fruit-preservation industries have, so far, not been introduced in suitable tribal areas. It is too early to speak of the latter, but we feel that, with the increasing facilities of communication, the fruit-growing should provide a useful and profitable occupation to the tribal people. Conditions vary from region to region and it is difficult for us to make any specific recommendations. Some work is being done in the improvement of poultry and pig-breeding, but this appears to be still in the initial stages. These are lines which do demand greater attention in the community development blocks.

8.9. Communications in tribal areas are being attended to. But they need even further development. People in these areas have been completely cut off from the general population in the country ; their acquaintance being mainly with the money-lender and the middleman. They are not able to take their produce to the market and are, therefore, unable to get a reasonable price for it. In the community development blocks, we would urge that the existing bridle paths and approach roads should be improved, small bridges and culverts constructed, where necessary, and very high priority given generally to the development of communications.

8.10. Education among certain tribal areas is still in a very backward condition. In some of them it may be useful to start 'ashram' schools functioning entirely in the local atmosphere. The system of education should be of the basic type, so that the gulf between the educated and the uneducated may be as narrow as possible. Many of the tribal areas will need attention in the matter of public health. Here the first priority should go to the provision of unpolluted drinking water. Work in this field has been done in some of the tribal areas but in others guinea worm and similar infections have yet to be controlled.

8.11. People's contribution assumes a new aspect in tribal areas. Generally, the tribal people, with their long traditions of working together, are not unwilling to participate in public works. We found quite a number of roads constructed by them willingly and freely—all able-bodied members of the tribes participating. On the other hand, such participation in public works, over a number of days in succession, de-

mands from them a large economic sacrifice. We suggest that the matching contribution demanded in such works should be reduced below the level normally prevalent in non-tribal areas.

8.12. The Fifth Development Commissioners' Conference at Mus-sourie recommended that provisions for loans in the development blocks in tribal areas should be converted into provisions for grants. We have examined the recommendation and find that it is a very necessary step, which authorities should take without further delay. Issue of loans especially for minor irrigation works etc. have very little meaning in areas which have not yet understood the implications of money economy and where producer's margin of profit is negligible.



Surveys and reports need substantial revision both in method and form. Collection of basic data and the preparation and maintenance, analysis and ultimate use of reports need to be improved. In most of the blocks, surveys have been prepared very perfunctorily and once prepared they do not appear to have been used; the purpose for which they are prepared is thus forgotten. Surveying and reporting, therefore, rarely lead to effective direction from higher to lower levels.

9.2. At the Centre, we were unable to obtain the quarterly progress reports for quite a number of the blocks. In fact, the question whether the reports are to be received and processed by the Programme Evaluation Organisation or the Progress and Planning Officer was not decided till recently. The result is that contradictory data are to be found in authoritative publications. As an example, we mention that the Review of the First Five Year Plan issued by the Planning Commission, the Annual Report for 1956-57 issued by the Ministry of Community Development and the Report on the Community Projects Administration for 1955-56 give the number of blocks opened in the First Five Year Plan period as 1160, 1190 and 951, respectively. Other similar discrepancies have also come to our notice.

9.3. The records prescribed for maintenance by Gram Sewaks are often numerous and complicated; the need for their simplification is obvious. At the same time they are not really comprehensive. The multiplicity of the departmental reports has to be reduced, on the one hand, and the scope of reporting extended to cover all aspects of the programme included in the Second Five Year Plan, on the other.

9.4. In reporting as in other matters, a coordinated approach is essential. The revenue set-up in the administration, the planning set-up and the statistical department should, as far as possible, work as a unified agency. Data regarding the area brought under the improved seeds, green manuring, irrigation or special improved methods of cultivation like the Japanese method of paddy cultivation, etc. can be collected by the local school master who, we suggest, be given a small remuneration for this work.

9.5. The Gram Sewak should maintain a handbook-cum-diary, which besides containing information useful to him, should indicate village-wise targets and achievements for each month in respect of each individual

item. This will help him to concentrate on the short-falls and also help the Block Development Officer and other supervisory staff to find out the exact, complete and up-to-date position under each head. The Planning Research and Action Institute, Uttar Pradesh, has published<sup>1</sup> a form suitable for the conditions existing in that State. Other State Governments would no doubt prescribe their own forms for their Gram Sewaks. At the block level, the extension officers as well as the Block Development Officer should, we recommend, maintain a similar handbook-cum-diary in which they should record similar information for the block as a whole.<sup>2</sup> This will help the district level officers to keep a watch on the progress of work in the different blocks and to ensure that the pace of such work is satisfactory.

9.6. At the block level, it may be useful to provide a progress assistant who will be in charge of coordinating the statistical work relating to all the branches; he should also look after crop cutting surveys and special studies. This post has been provided for in the schematic budget but has not always been filled. At the district level a district statistical officer should form part of the district team. He should work under the guidance, supervision and the technical control of the Director of Economics and Statistics or his equivalent and administrative control of the Collector and be available to all branches of district administration. At the State Headquarters, a statistical unit should be set-up, if not already in existence, to collect and analyse statistical information from survey reports and progress reports. The work relating to tabulation and analysis should be done at the State Headquarters and consolidated figures should be supplied to the Ministry of Community Development, Planning Commission, subject-matter Ministries, Programme Evaluation Organisation, Central Statistical Organisation, and others interested. Reports for all the blocks need not come to the Centre. The Programme Evaluation Organisation and others interested in the intensive study of individual blocks as a sample may specifically ask for the same. All this, in full, can lead to greater coordination and less waste of time and man-power.

9.7. Progress reports in some of the States are legion. These should be rationalised and replaced by a few comprehensive and coordinated reports. Here again, we mention that the Planning, Research and Action Institute in Uttar Pradesh has devised certain forms<sup>3</sup>, which though primarily intended for that State, may help other Governments in evolving their own forms.

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1 Vide Appendix 12 (a)

2 Vide Appendix 12 (b)

3 Vide Appendix 13

9.8. The Gram Sewak should submit his report in three parts, general progress, people's contribution and programme for the next month; the first part viz., the general progress, may consist of two sections—statistical and analytical,—the latter indicating significant successes or failures, their causes, difficulties experienced and suggestions for improvement. Report by the extension officers at the block level should similarly be in two sections. On the other hand, the Block Development Officer's report will be only an analysis of each extension officer's report. Copies of this report should be submitted to the Collector and to all district level development officers on the one hand and to the block level extension officers and the Gram Sewaks on the other.

9.9. The district level officers of the various departments should consolidate the reports of their own departments received from the block and send copies of each to their block level extension officers and the respective Block Development Officers, to the District Collector and to the head of his own department. The Collector in turn should send his consolidated analytical review to heads of all departments and to regional officers as also to the Development Commissioner and the officer in charge of the statistical unit of the State.

9.10. We have considered with some care the question of the periodicity of these reports. Some have suggested that they should be monthly; others quarterly and yet others six monthly. Considering the way in which the things are being done now or can be done in the next few years even with the proposals which we have made, we consider monthly reports far too frequent to be useful. On the contrary, they will occupy a considerable part of the time of the various officers concerned, the time which can be more usefully employed. Their use at higher levels will be very little, because of the time lag involved in the commencement of their preparation at the village-level and their arrival on the table of the Development Commissioner. Six monthly reports, on the other hand, will not reflect the changes in the country-side as rapidly as we would desire. We, therefore, suggest that, to begin with, all these reports should be quarterly.

9.11. The emphasis in the statistical as well as the analytical reports should be not merely on the starting of activities, but also on their maintenance, growth and quality. For instance, they should not only indicate how many community centres have been set up or how many acres of land planted with trees, but should also show clearly how many of them are surviving and how many are being properly maintained.

9. 12. A critical analysis of the weak and strong points and recommendations as to improvements and new methods should be done by each worker once a year. It should be an annual analytical review and should contain recommendations for improvements at each level. This should be in addition to the seasonal review of different activities at the close of the season. Each State should prescribe which item should be reviewed in which quarter of the year in different regions.

9. 13. In the checking of progress of development plans in the villages we feel that local opinion can be usefully harnessed. The quarterly reports of the Gram Sewaks together with charts and diagrams of some significant items of activity can be displayed on the notice boards of the village panchayat and at the information centres. Similar steps can also be taken at the block headquarters or later at the panchayat samiti office. This apart from its educational value will instil among the participant public a feeling that they are being consulted at every stage of development, i. e., planning, execution and evaluation.

9. 14. In regard to the problem of evolving suitable progress indicators, it must be remembered that statistics alone are insufficient and that the analytical portion of the report should be used for setting out the significant features and the conclusions to which they lead. The progress indicators will necessarily have to form part of the quarterly analysis. The comparison of achievement as between different units of area, of different parts of the same area, or in relation to the total need or potential, or in relation to the efforts or resources spent should be brought out in the body of the analytical report at the close of each quarter. Apart from the progress indicators for various items under each programme of development, composite indices for each sector of activity should also be worked out at different levels so as to reflect the progress of each programme as a whole at each level on a comparable basis. This has not been attempted so far and we hope that the material provided in Appendix 14 will be useful for States to examine and accept.

9. 15. About the Programme Evaluation Organisation of the Planning Commission, we do not consider it necessary to make any observation or recommendation. We would, however, suggest that the States can profitably organise similar evaluation either of the programme as a whole or certain aspects of the programme. Some States have done so and we would suggest that others also should. It is not necessary for each State to have a permanent organisation but *ad hoc* bodies can be set up for this purpose. Certain Universities also have undertaken special studies in community development and its effects. We commend this as a type of work which can be undertaken by our higher educational institutions.

The Ministry of Community Development, some time ago, appointed an Expert Committee to review the arrangement for training personnel for work for the community development programme. We have studied the report of the Committee with great care. We have also visited various training centres and held discussions with the teachers and the taught. We have further benefited by discussions with representatives of the State Governments. In this Section, we are summarising our views on the subject.

**(A) Gram Sewak**

10.2. The minimum academic qualification for direct recruitment is Matriculation, post-basic or their equivalent. Sometimes, applicants are found to possess a diploma in agriculture. They should be a welcome addition to the Gram Sewak's cadre and in their case the training programme proposed should be abbreviated appropriately. The age limits for direct recruits may be 18 and 30 years; departmental candidates should be taken purely on the basis of merit and may have to be allowed a relaxation in this respect upto 40 years. While it is generally recognised that the candidates must have a rural background, what is "rural background" is generally left vague. Candidates whose parents or guardians live in non-urban areas and who themselves spend their vacations at home should be considered to possess a rural background.

10.3. In the matter of selection, physical fitness, power of endurance, general knowledge, aptitude for development work, leadership and initiative, power of expression, power of adjustment, histrionic talent and personality should all be taken into consideration. There should be tests for all these; the tests and interviews will, therefore, have to be spread out over a number of days. As right selection is of importance, we suggest that a guide book could be produced by the Ministry of Agriculture or by a committee of development commissioners for the benefit of the selection boards.

10.4. Weeding out of unsuitable personnel is a matter of which the principals of training centres appear to be very chary. It must be remembered that unsuitable personnel passing through a long course remains an economic and administrative liability; the earlier he is weeded out the better both for administration and for himself. We would urge that this matter should be given due importance in all training centres for Gram

Sewaks as also for other personnel.

10.5. The principle of integration has been accepted in the training of Gram Sewaks but we found that in some training institutions this integration is assumed to be complete by merely grafting extension on basic agriculture. This, however, is not sufficient for our purposes. Integration must start from the beginning of the course with an integrated syllabus and integrated teaching. We feel that this question of integration should be discussed by principals of all the training institutions sitting with the technical officers representing various aspects of the training. Only then can a really useful and correctly integrated syllabus be drawn up.

10.6. We also consider that the agricultural part of the syllabus has to be improved very considerably and made equivalent to that of the recognised diploma courses in agriculture. The Gram Sewak will, certainly during the next few years, have to be more effective in the field of agriculture than he has been so far. We are not satisfied that with the type of training he has been receiving, he has been able to make any special mark in this all-important field and for this reason, we emphasize the need for giving him a much better training in agriculture. We also suggest that the syllabus, so far as agriculture is concerned, should be drawn up in consultation with the Universities so that the qualified Gram Sewak, after a prescribed number of years in the field, should be eligible to join the degree course in agriculture without starting at the bottom of it. Apart from this, we suggest that this training should include the following items:

- (a) use of a simple medicine chest;
- (b) elementary survey training and measures for soil conservation;
- (c) elementary knowledge of revenue matters, particularly those relating to development work;
- (d) techniques of group study, planning and work;
- (e) working through panchayats and cooperatives;
- (f) practical training in the use and maintenance of agricultural implements;
- (g) castration and inoculation;
- (h) general economics of rural industries and familiarity with simple improved tools for such industries;
- (i) a working knowledge of elementary (basic) education;
- (j) a knowledge of social education;



10.7. The medium of instruction should be the regional language except at those centres which have to cater to more than one language group. We may add that in the long run there should be at least one such training centre for each recognised linguistic region. The progress of the trainees should be evaluated continuously and systematically. The number of institutions for training Gram Sewaks is now fairly large. It would, in our opinion, be useful, not merely to arrange to conform their teaching to certain standards but also to arrange for occasional inspections of these institutions. The method of job training has been emphasised very considerably in all institutions but we fear that the emphasis is more in theory than in practice. We would, therefore, suggest the following steps:

- (i) a block must be attached to every training centre and close inter-relation established between the block staff and the staff of the training centre;
- (ii) the first month of the training should be devoted to the approach to rural problems and thereafter the trainees should be plunged into the process of learning through doing in close association with the Gram Sewaks working in the block. The instructors should accompany each batch of trainees and the batch should spend a number of nights at a time out in the village; and
- (iii) if Gram Sewaks, S. E. Os, Extension Officers and B. D. Os are all being trained at the same place, they should form composite teams for the purposes of field training.

10.8. There is a proposal to take 200 hours out of the present 18 months for imparting to the Gram Sewak some training in rural industries. We are doubtful whether such short training will be of any special use; but apart from this, the proposals we have made themselves require that the total period of training should be very much more than 18 months. The diploma course in agriculture is a two-year course, though admittedly there are a number of holidays and vacations and the boys do not always put in a full day's work according to current conceptions. We, therefore, suggest that the integrated course on the lines, indicated above, should be for full two years with, perhaps, a brief break in the middle but no long vacations; almost all the religious festivities should take the trainees right among the villagers, not merely to give them an opportunity to enjoy themselves but also to understand the rural atmosphere. Some of the training centres, now functioning in different parts of the country, appear to be inadequately staffed or equipped for the large number of trainees attending

them. Where training is intensive and integrates theory, practice and extension, overcrowding may well defeat the whole purpose. We, therefore, feel that there must be a prescribed teacher-pupil ratio in all these institutions; perhaps 1:10 would be a desirable ratio but upto 1:15 may be permitted in case of need. We would also stress that it is necessary to train the trainers themselves both in the art of teaching as also in the theory and practice of extension work, a matter which has so far received scant attention.

10.9. These training centres should be invariably located in genuine rural areas; otherwise, we cannot provide the trainees with conditions similar to those in which they will have to function after the training. Agricultural research institutions and these training centres should keep in touch with each other, the staff of the two closely collaborating. Problems and questions will often go from the field to the training centre and from the training centre, they have to find their way to the research station.

10.10. Frequent instances of transfers of the staff at the training centres has been noticed in many places. This is obviously bad both for the instructor and the trainee. On the other hand, quite a number of instructors eagerly await the chance to get back to their parent departments, and for various reasons. It is essential that conditions of service particularly in the matter of housing accommodation and children's education of these instructors should be improved to permit them to settle down to their work without strain or dissatisfaction.

10.11. Assessment at institutional level and supervision now obtaining are not satisfactory. In the meantime, the training programme is expanding rapidly involving many more trainees and instructors. Apart from supervision, the assessment of training institutions as such has become imperative. Institutional assessment would mean looking into the qualifications of the teaching staff, organisation of the training programmes, training facilities available, the methods of internal evaluation of the work of trainees, the standard of teaching, etc. Wherever an institution is below the requisite level of efficiency, necessary steps will have to be taken either to improve it or to drop it. As we went about studying Gram Sewaks training centres, the need for such assessments pressed itself upon us obstinately. We recommend that immediate steps should be taken in this direction both by the State Governments and by the Central Ministries concerned.

10.12. Follow-up work of the trainees in the field continues to be one of the weakest links in the training programme. The weak-

ness at this point is all the more distressing because follow-up work indicates whether the training is adequate to meet the needs of the field and results in the field experience coming back to improve the training programme. A detailed note on this is being given separately<sup>1</sup>. This follow-up work together with periodical refresher courses and in-service training in specific fields and programmes should make the Gram Sewak an effective instrument for community development.

10.13. We have noticed that in many of these institutions equipment and tools are not being made use of by the trainees. The supply of visual aids and the training in the production of such aids continue to be unsatisfactory. Libraries attached to the training centres appeared in many instances to be of equally little use. We were distressed to notice that Gram Sewaks, with few exceptions, exhibited little desire to keep abreast of current progress in community development by reading even such literature as is available at the block headquarters. The habit of keeping abreast of time can be inculcated only at the training centres and it is essential that the persons in charge of such centres should give special attention to this matter. It should be insisted that the training centres should have attached to them an adequate agricultural farm as also a veterinary dispensary, a poultry farm and a dairy.

10.14. In our view, a scheme of apprenticeship as part of the training programme needs to be drawn up for every Gram Sewak. It would be good if the State maintains an exhaustive list of efficient Block Development Officers working in different parts of the State. All Gram Sewaks should be attached to such Block Development Officers for a period of at least one month in small batches, the smaller the better; if possible, this one month should not be included in the two years of training which we have prescribed.

#### (B) Gram Sewikas

10.15. The question of the recruitment and training of Gram Sewikas has to be studied afresh in the light of the experience gathered in the past few years by the community development organisations in the different States as well as by the Central Social Welfare Board. The middle school or the 8th standard of the higher elementary schools has generally been the prescribed minimum educational qualifications, but relaxation of this minimum has been so frequent that in many cases, the Gram Sewikas are "barely literate". We would urge that, as far as possible, the S. S. L. C. or the matriculation should be the minimum qualification and to secure

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1. Vide Appendix 15.

the necessary number of candidates so qualified, a drive must be made for special stipends in the high school classes of girls' schools. It may also be possible by offering higher scales of pay to induce matriculate women teachers with a rural background to offer themselves for appointment as Gram Sewikas.

10.16. The Gram Sewika's work is of a responsible nature and her course of training needs a reasonably high academic qualification if she is to benefit from it. The age range for recruitment may be between 18 and 35 years, but considerable relaxation will have to be made in individual cases as the question of getting the proper type of women candidates is complicated by a variety of family, social and caste factors. The rural background is very much more important in the case of Gram Sewikas, as the gulf between the town-educated girl and her rural sister is very much wider than the similar gulf between the town and village boys. At the same time, it will be difficult to obtain even a fair proportion of our requirement from girls with rural background. For this reason, we suggest that the education in girls' high schools, higher secondary schools and multipurpose schools should be given a greater rural slant than at present, and, for the time being, aptitude for social work should be considered an adequate substitute for rural background of the candidate.

10.17 We have already indicated that the present syllabus is unrelated to reality. The Expert Committee on Training emphasised that "the training course should be to give them (Gram Sewikas) a sound idea of personal hygiene and sanitation, child care, kitchen gardening, poultry-keeping, looking after cattle, particularly milch cattle, nutrition and preparation of simple clothing suitable for villagers" and we would add to this list an idea of the methods of approach to village women and some knowledge of two village industries (not just confined to spinning and low-quality embroidery). We recommend that no time should be lost in changing this syllabus.

10.18. That Committee also observed that "the specific problem of rural women which has been the special concern of the persons trained by them (Gram Sewikas) has not figured prominently in the training of the instructresses" themselves. We endorse this view and recommend that the training of the instructresses should not be based on foreign conceptions but on the conditions of our village. Training abroad can be useful only after they have lived and worked in and learnt the realities of our village life. We also suggest that these instructresses should be put on field jobs for a period of not less than one year at a time and at intervals of not more than three years. It is only then that they will be cons-

tantly aware of the purpose for which the trainees are being trained.

10.19. To each training centre should be attached some land for a flower garden and a kitchen garden, which should be organised and maintained by the trainees themselves under the guidance of one of the instructresses. The centre should also have a small dairy in it with not less than 10 heads of cattle, a small poultry farm and an apiary.

10.20. The period of training may have to continue to be one year even though later on it may be useful to increase it; for the present it will be necessary to arrange for frequent seminars on an inter-district basis as also to give the Gram Sewaks in-service training. Coordination of the work of Gram Sewaks with that of Gram Sewikas is somewhat difficult than appears on the surface. A careful study should be made of the work of a number of Gram Sewaks and Gram Sewikas to find out at what points they can do best by collaborating with each other.

#### (C) Social Education Organisers

10.21. We think that candidates should possess a university degree; past experience in practical social work under well-known institutions should be considered a useful additional qualification. Rural background must certainly be stressed. The age limits can be kept at 21 and 35 years. Social Education, more than any other part of the community development programme, depends upon the aptitude of the worker for social service. Selection Committees should, therefore, have the discretion to relax academic qualification provided candidates possess practical experience of not less than five years of full-time activity in adult education or social work and also possess a good working knowledge of English and the regional language. As in the case of Gram Sewaks, the tests, preliminary to recruitment, should cover a wide field and will, therefore, be spread over a number of days. The present syllabus can be left in tact for some time at least. There is, however, a need to spell it out carefully in a detailed manner and for this purpose we recommend that the period of training should be extended to one full academic year. The question of syllabus has been discussed at the seminars of instructors held at Himayatsagar in 1955 and at Udaipur in 1956. A few further elucidations have been furnished by the Ministry of Community Development in relation to such subjects as village industries, information centres, etc. Ample material is already available on which to base the curriculum. The medium of instruction and the length of training are closely interlinked, especially where the Social Education Organisers' training centre admits trainees from different linguistic areas. Where the trainee is being taught in a language different from his own, not merely does field training become difficult or even useless, but even class work may require a very much longer period

than one academic year.

10.22. In regard to audio-visual aids, while some equipment is made available in the training centres, instructors will have to impart knowledge not only of the use of these aids, but of the production of these aids.

10.23. Mr. Carl C. Taylor in his "Analysis of the Community Development Programme" has stressed that every S. E. O. should become a specialist in group and community organisation and has added that, "practically none of them has proved that he or she can organise village communities." This is a grave indictment. It is, therefore, necessary that S.E. O.s should get good grounding in the art of community organisation.

10.24. In view of the fact that no S. E. O. will have any field staff under him, he will have to be given training in the art of working through others and particularly through school teachers, members of cooperatives and panchayats, members of clubs and through village teachers. It is essential that there should be ample scope for field work which should form a substantial portion of the period of training.

10.25. Direct oral instruction must be reduced to minimum and the technique of instruction through group discussions and seminars must be adopted. Unless this method of teaching is adequately stressed at the training centres, S. E. Os. will remain largely public lecturers in the field; whereas, it is in the field that learning and understanding must take place largely through groups of village people sitting together to analyse and study their own problems. The trainees should be trained in this art, partly by theoretical instruction at the centre in the various issues and methods of publicity and group dynamics and even more by practical training in these methods and techniques of explanation by actual demonstration during village visits, and camps under the guidance of instructors.

10.26. Follow-up work will be as necessary in regard to S.E. O.s as in the case of Gram Sewaks. This may be on the lines indicated in a detailed note given in Volume III.\*

#### **(D) Block Development Officers**

10.27. We have already indicated that these officers may be drawn from the junior administrative service cadre of the State. We consider the present syllabus adequate but emphasis has to be shifted from the job orientation method to items like administrative coordination, democratic planning from below and techniques of group planning and action by

\* Vide Appendix 16.

officials and non-officials. The teaching processes should invariably be in the form of study groups and field work. It will be distinctly advantageous to have the Block Development Officers' training centre at the same place as the centre for training some one or more categories of block level extension officers. The period of training has to be increased at least to six months. What we have mentioned here about the Block Development Officers training applies equally to the training of the chief executive officers of the panchayat samities.

#### **(E) Other Personnel**

10.28. Village leaders and village school teachers may be given short-term courses of training to generally help in the work of social education and community development. Where such training is conducted under other auspices, the S. E. O. trainees may go there to observe and study the training programme.

10.29. The training of personnel at higher levels has a direct bearing on the training and work of the B. D. Os. Right administration can strengthen the whole work of community development. In some suitable manner, Sub-Divisional Officers, District Collectors, heads of departments should be given quick and effective orientation in regard to the various issues of community development and particularly in regard to co-ordinated administration.

#### **(F) Extension Officer (Industries)**

10.30. We feel that we have to examine in some detail the recruitment and training of Extension Officers of Industries as this line of work is still in its early stages.

10.31. Generally, a degree in science should be considered sufficient as the minimum basic qualification. The age limits may be 21 and 35 years.

10.32. The present training course is divided into two phases; one in the Regional Small Industries Service Institutes and the other at the Mahavidyalayas run by the Khadi and Village Industries Commission. The emphasis of training is rightly on providing information regarding various sources from where assistance regarding finance, marketing, organisational methods and improved techniques might be available. We feel that it is equally necessary to provide for a measure of training in technical skill in some of the cottage and village industries. We appreciate the view that with the large number of industries to choose from even within one single State with technical assistance to help him in the various

lines, this particular training may not be directly useful to the extension officer. But, we think that insight into one industry will make him understand other industries more quickly than if he has no technical knowledge of even one industry.

10.33. The over-all need of personnel in this field is very large and the existing capacity of training centres is reported to be about 100 per year. Steps must be taken by the Ministry of Commerce and Industry at the Centre and the departments of industries in the States to work out schemes for increasing this output.

### (G) General

10.34. In all these training programmes and their syllabii, we would urge that greater attention should be given to the methods of communicating scientific and technical knowledge to the villagers. Most of this training is not to add to the technical knowledge of the trainee but to make him suitable as the vehicle for conveying to the villagers such knowledge as is available in the block staff either at the block level or at the village level. This particular aspect of our programme, therefore, needs special emphasis in all the training centres. That again means that the staff in these training centres should understand and appreciate these methods. In-service training, follow-up work and all similar suggestions made for the Gram Sewaks should be considered necessary for most other types of training, which we have recommended.

10.35. In the light of the various recommendations made by us, it is obvious that the existing training facilities will have to be immediately enlarged considerably. It may not be possible to start new institutions for this purpose; nor will it always be necessary. There are at present 11 Rural Institutes functioning in different parts of the country. We have visited some of them and found the atmosphere the right one for the training of Gram Sewaks and of Social Education Organisers; some of them are actually being used for this purpose; some others may need a few extra facilities before they can be so used. These institutes are recognised and aided by the Government of India and we suggest that State Governments should, in consultation with the Central Ministries concerned, examine to what extent the existing facilities for training one or more categories of development personnel can be supplemented by making use of these institutes.



## A. Agriculture

Material progress in the agricultural sector can be judged only by the total increase in production. Statistical data available for this sector are, however, not always as satisfactory as we would desire. Even so, we have been able to work out certain conclusions\* based on the data supplied to us by the Ministry of Community Development. These data take into account all factors of additional production except improved farming practices, viz., use of improved seeds and fertilisers, additional area brought under irrigation and area freshly reclaimed. Computations on the basis of these data indicate that ~~the~~ <sup>an</sup> India average of additional food production in the Community Development and National Extension Service blocks comes to only 10.8 per cent, varying in individual States from 2.7 per cent to 19 per cent; only Andhra Pradesh shows 41.4 per cent. These figures make unhappy reading and merely emphasise the need for greater attention to the agricultural sector in our schemes of community development.

11.2. We have not been able to obtain from the Central Ministries State-wise targets for additional production of different crops; nor could we find out by what particular means the additional production is intended to be achieved nor have they indicated to the States the exact figures of supplies like fertilizers, cement, iron etc., available. In some of the States, the Statewise figures have not been broken down to the levels of the Gram Sewak's circle or even the block. It is essential that this should be done to make the block staff keenly aware of the urgency of the situation, and also to communicate that sense of urgency to the farmers.

11.3. Since before the Royal Commission on Agriculture submitted its report right down the present day, frequent and detailed examination has been carried out and recommendations and suggestions offered about the means of increasing agricultural production by various methods, such as the use of improved varieties of seeds, fertilizers and other manures, irrigation, improved farming practices, reclamation of land, prevention of soil erosion, use of pesticides, etc. We do not consider ourselves competent, nor do we consider it necessary for us to examine these matters afresh. We have, however, studied in some detail in what respect the current procedures and practices have not yielded the desired results and make the following recommendations to remedy defects in them.

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\* Vide Appendix 17.

11.4. The figures made available to us show<sup>1</sup> that the all-India average for the quantity of improved seeds distributed per year per block is 2468.20 maunds per block. This is obviously a most unsatisfactory figure. The extent of saturation<sup>2</sup>, which is equally unsatisfactory, naturally varies from block to block and from crop to crop. Apart from this, we have noticed that little attention has been paid in most of the regions to evolving and distributing large scale improved varieties of the coarser grains as also improved strains of other grains suitable for unirrigated lands. We would recommend greater attention to research in these fields. Even where a suitable improved strain exists, it is not always that lack of adequate supplies is the cause for not saturating the area with it. Often, the farmer is either unaware of its existence or is not convinced of its quality. It is here that demonstration with controlled plots is useful and necessary. While much has been said about the need for this demonstration, we are not satisfied that in all the areas Gram Sewaks have been carrying them out<sup>3</sup>. Complaints have been made to us that supply of seed is sometimes untimely and often inadequate. There is also the absence of timely credit facilities. For this, distribution of improved seeds on the basis of 'sawai' or smaller additional percentage seems to be the only effective remedy. A more important cause for the farmer's unwillingness to take to newly introduced improved strains is the fear of non-germination. This has to be dispelled by more frequent germination tests than are carried out at present.

11.5. In the Second Five Year Plan period 4,328 seed farms, each of about 25 acres, are proposed to be started in the block areas; to each will be attached a seed store. Despite the decisions taken at the State Agriculture Ministers' Conference at Mussourie that these be established within the first three years of the Plan period, the progress so far made is disappointing. The latest figures<sup>4</sup> available mention that 331 seed farms have so far been established. We are aware that there might be procedural as well as local obstacles, but unless these are overcome, we do not perceive how the scheme can be implemented and produce results according to Plan.

11.6. There are two systems of distributing improved varieties of seeds—one is that of establishing a chain of seed stores from which improved seed can be issued to farmers and the other that of arranging an exchange on a mutually agreed basis of the current variety of grains with the improved seed grown by selected growers. Both have been tried and found to succeed in some areas; while the former system needs more finance, it

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1. Vide Appendix 17.

2. Vide Appendix 18.

3. Vide Appendix 19.

4. Vide Appendix 20.

ensures greater purity; while the latter which is less insured against occasional mixture is cheaper and can be adopted forthwith in every village. In either case the agricultural extension officer of the block and the Gram Sewaks in cooperation with the local panchayats and cooperatives should ensure that the supply never fails; also a minimum reserve stock will have to be prescribed to be maintained at some point.

11.7. In the matter of supplies of any new items, demand for which is uncertain or seed of which perishes rapidly (e.g., potato seed), it has been suggested to us that a guarantee should be furnished by the Block development Officer to the cooperative society or to the panchayat that 90 per cent of the indented supplies will be sold off within the specified period and that the loss, if any, on account of lack of demand will be met from out of the N.E.S. budget. We commend this suggestion for the consideration of the State Governments.

11.8. One of the main reasons for the general low level of agricultural production in India is the widespread acute deficiency of soil nitrogen and no effort for improving production will succeed if it ignores this fundamental fact. It is gratifying that the trend of consumption of sulphate of ammonia has shown steep rise in recent years; but the supply has failed to keep up with it.

11.9. In 1951 the consumption of sulphate of ammonia was 2.82 lakh tons according to the figures available to us; in 1957 the demand was 13.41 lakh tons. The overall shortage for 1957 is estimated at 3.06 lakh tons and this is estimated to rise to 6.1 lakh tons during 1958-59, local production in terms of sulphate of ammonia being only 5.4 lakh tons a year. Severe shortage will continue unless new factories are set up or large scale imports are arranged. We are aware of the difficulties in both respects. This year, due to the intense propaganda by the Gram Sewaks and by the extension officers the demand for fertilizers rose very high in certain States and then, almost at the last minute, they were informed that the promised supplies could not be made available. The result of the disappointment of all the farmers is obvious. It is essential that in future all States are informed well in advance about the exact quantities which will be definitely made available to them. Also the Central Government should explore all possibilities of increasing local production of chemical fertilizers.

11.10. Of all the commonly available sources of nitrogen, green-manure and rural composts have distinct possibilities of wider application, provided a simple method can be found to enable the average cultivator to take to these at very little extra cost. If the cultivator can grow the

required green manure seeds without setting apart land for this purpose, if he can raise the green-manure without foregoing a crop, if he can raise near his land the leaves and plant materials required for composting without affecting the crop, if he can produce the compost in a part of his fields and avoid the problems of transport, then we should have found the key to some of the difficult problems of agriculture.

11.11. In every field whether irrigated or not, it is possible to produce its full requirements of organic manure in all areas with over 20 inches of rainfall. By growing the green-manure plants or shrubs on the borders of fields, it has been demonstrated in many parts of Madras that the usual crops are not affected. Similar experiment deserves to be tried in other areas also. A small 2 to 4 oz. packet of green-manure seeds of *Dhaincha* or *Sesbania speciosa*, costing about one anna, helps to sow on the borders of an acre field or raise seedlings required for such planting. This will produce, by the time of harvest of the main crop, the seed necessary for raising green-manure on the same field in the next season, before the main crop is cultivated. Perennial plants like *Ipomea-carnea*, which are not eaten by goats or cattle, can be easily multiplied from cuttings and can provide in most regions of the country an abundant supply of material for composting. Other perennials like *Glyricidia*, *Indigofera teysmanii*, *Sesbania aegyptiaca* are also in wide use for this purpose. Experimental work already done shows that manuring not only increases the yield of paddy but lowers its water requirements as well. Extension of green manuring, which is the cheapest form of manuring paddy capable of very rapid extension within a short period, will also help to some extent to tide over the failure of the monsoon at critical periods.

11.12. The principles of self-help and self-reliance which underlie rural developmental activities have their fullest applications here. The solution to the problem is simple: the actual method of implementing it depends on the initiative and imagination of the Gram Sewak. For, he has to plan ahead to produce the seeds and distribute seed-packets or the plant materials required for each village and convince the cultivator that with a little systematic effort he can grow every year all the organic manure for his field and thereby not only improve the yield but also reduce the cost of cultivation.

11.13. It has been suggested to us that special irrigation facilities should be given to the raising of green-manure crops such as, supply of water at concessional rates. We consider this an excellent suggestion and commend it to all State Governments.

11.14. Some of the Government farms in the country purchase organic manure from outside. This should be definitely stopped. Every field should, as far as possible, produce its organic manure, if the problem of nitrogen deficiency on over 300 million of acres has to be solved effectively and it can be done within two years if there is a concerted effort through village panchayats to convert every field into a 'factory' to produce its own requirements of manure without detriment to the prevailing cropping practices.

11.15. Another common source of nitrogen for the fields is the farm-yard manure. A good portion of the cattle dung is burnt for want of cheap fuel, and a fairly sizeable amount of it is simply not collected. Composting of farm-yard manure to raise its nitrogenous value has not been able to make any significant headway. Compost pits once dug have been subsequently abandoned. Apart from the non-availability of land near the village site, the main difficulty in utilising farm-yard manure is the distance of the compost pits from the cultivator's house. This can be removed by using a wheel-barrow for its transport to the field. Village panchayats can buy a few wheel-barrowes and supply them to the farmers on hire. The value of composting and the correct method of compost making should also be explained to the women-folk who mostly attend to this work.

11.16. Night-soil is a very valuable source of local manure. Arrangement for the use of night-soil compost as manure exists only in cities and large towns. The scheme has yet to be extended to smaller towns and villages all over the country. Where large congregations of people assemble either in institutions or fairs, night-soil and urine available should supply a sizeable amount of manure for the country. The scheme of composting town refuse should be extended to all Municipalities and large villages so that the large quantities of refuse which now go waste can be utilised for increasing agricultural production.

11.17. The Ministry of Agriculture has prepared two schemes, one for the larger and better utilisation of local manurial resources for the production of manures in villages, and the other for the production of compost manure from night-soil in the villages. The first scheme is intended to cover all the N.E.S. and C.D. Blocks. These schemes are expected to cost about Rs. 2,86,00,000. The schemes provide for the appointment of a compost inspector for each development block in addition to three field manure officers and a Bio-chemist in the State. The programme for the training of compost inspectors and selected farmers has also been drawn up. We have examined this staffing pattern and have discussed it with all the States. We recommend that this pattern should be changed ; and an extra

agricultural extension officer for each block and a little special training for all extension officers, would achieve far greater results and at the same time solve the problem facing us viz., that the volume of agricultural extension work at the block level is more than what one officer can effectively manage.

11.18. Mr. M.L. Wilson, in his *Survey of the Community Development blocks*, has said that—

“My general observation in the blocks was that much greater attention should be given to teaching and demonstrating the fundamental principles of soil management. Teaching the importance of humus, green manuring crops and the necessary steps that must be taken in the system of farming to give maximum production, are very essential. It is the development of this approach which, together with proper irrigation, gives the high yields that result from intensive cultivation. The work that is being done in composting is very much to the good, but no attention is being given to one of the great fertilizer resources—the liquid manure of the cattle.”

11.19. Each Gram Sewak should arrange in respect of every new item of improvement—seed, fertilizer, cultural practice, etc., in each of the villages in his circle at least five demonstrations on controlled basis on cultivators' fields and thereby demonstrate its relative merits and superiority over the practice in vogue. This is a matter which needs serious attention from the Governments. The course of training in agriculture now prescribed for the Gram Sewak may need revision in the light of these observations.

11.20. Here we would like to mention one important point which has been brought to our notice by various persons—officials and non-officials. The pay-scales of agriculture and veterinary graduates in many of the States are very low. Considering that young men going in for these courses can usually find employment only under the Governments or under local bodies, these pay-scales generally discourage boys of more than average calibre from taking up studies in agriculture or animal husbandry and very few young men, who have passed their Matriculation or Intermediate Examination with credit join agricultural or veterinary institutions. This matter needs urgent consideration of all State Governments and of the Government of India.

11.21. In the block areas as elsewhere little has so far been done to eliminate pests and diseases affecting agricultural produce. We suggest

that model schemes of plant protection covering groups of blocks might be prepared by the staff at State headquarters. These schemes can be applied to the block staff who could mobilise local opinion and effort at working them out. Efforts so far made for the destruction of rats and white-ants have been sporadic and have not shown any perceptible results. Special emphasis will have to be laid on the use of cheap bamboo rat-traps as also of rat-poison etc. Extermination of monkeys, parrots and *nilgais* has sentimental and even religious aspects. We have noticed that in some States this has been done effectively and we would commend to the others active steps in this direction.

11.22. Plant protection centres should, we suggest, be run by the State Governments either on their own, or on behalf of the Central Government. No plant protection centre need be run by the Central Government directly except for the purposes of research. The State Government should, of course, take full advantage of the advice, guidance and financial assistance provided by the Central Government in carrying out plant protection measures. We feel that the centres at present run by the Central Government directly, except those for locust control work, should be transferred to the State Governments.

11.23. The need for extensive soil conservation measures is being increasingly recognised, but the progress made in the field is still disappointingly meagre. Soil conservation measures especially contour bunding seem to be handicapped by paucity of trained technical personnel. The obvious need is to make increased use of the existing training facilities in this respect. As to the actual manner of extending the field activities, we have found that the State of Bombay is doing it through its departmental agency and has shown striking results. In the Etawah District of Uttar Pradesh has been initiated a programme of soil conservation as an integral part of the general programme of development of agriculture on the basis of self-help, the State providing technical guidance, loans, subsidies, etc. We would suggest to all the States that both these methods may be examined for adoption of whichever is found locally suitable. Possibly a judicious combination of the good aspects of the two schemes will yield the best result.

11.24. Improved farming practices are slow to spread due to the psychological resistance of the conservative farmer. In spite of this, what has been known as the 'Japanese method of paddy cultivation' has spread with fair rapidity. We have noticed that this method is being stereotyped a little without taking into consideration the need for local adaptations. Sometimes it is possible to adopt only one of the practices

involved in the Japanese method (for instance line-sowing and inter-culture) and thereby increase the yield even when other practices cannot be followed for any special reason. For other crops and even for paddy itself there may be special locally evolved but not widely known practices which may be found useful elsewhere. A thorough study of different practices current in different parts of the country itself may lead to adopting one or more of them all over. We recommend action to this end.

11.25. So far, agricultural engineering has been one of the neglected aspects of our farming programme. Gram Sewaks do not seem\* to be acquainted with use of some of the implements newly sponsored by the State. It would be useful if the District Agricultural Officer institutes short courses to give his Gram Sewaks a fair knowledge of the use of the implements which he desires to introduce in his district. Once a large number of such implements has been brought into use, it will be necessary and useful to start one or more workshops for their repairs and possibly local manufacture and these workshops can be made over to local cooperatives. There are certain types of appliances which our farmer can use even now without mechanising the principal farming operations, like pumping sets. With the increasing rural electrification, advice about the use, availability, prices, etc., of such equipment should be made available to the farmers. The panchayats and the multipurpose co-operatives should be encouraged to purchase and store these and some of the cheaper implements either for sale to cultivators who can afford to buy them or to be given on hire to less substantial farmers.

11.26. The farmer's desire to increase agricultural production can be created and sustained only by the assurance of a reasonable return from his labour. While marketing and credit facilities tend to increase his margin of profit, it is only the feeling that the price of his commodity will not fall below a certain level that is the main incentive for increased production. An assured attractive price is the largest single factor in the development of agriculture. We, however, do not propose to make any specific recommendation on this subject; we have not studied it in sufficient detail and we understand that another body is doing so.

11.27. It is perhaps unnecessary for us to repeat what has been said many times over that an effective policy of land reform and its rapid working out cannot be further delayed if the total volume of food production is to be raised substantially. While the abolition of the intermediary between the tenant and the State has been completed almost throughout the country, it is important that all the other measures of reform embodied in the national land policy are implemented immediately. Rapid and

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\*Vide Appendix 21.



effective legislation is needed for prevention of fragmentation of holdings, consolidation of dispersed holdings, fixation of ceilings and prevention of cultivable lands being allowed to lie fallow for a long period. In respect of consolidation it must be possible and certainly wise to use the extension officers and Gram Sewaks for creating the right atmosphere. We would urge the State Governments to give their urgent attention to what is not merely the problem of increasing agricultural production but also one of making democracy succeed.

11.28. The estimated total area growing the different fruits is of the order of 28 lakh acres which is only 8 per cent of the total cropped area in the country. Fruits and vegetables form a very important and nutritious element in the diet of an individual. Six ounces of fruits and vegetables per head is the target fixed in the Second Plan. Though there has been appreciable increase\* in *per capita* production in development blocks over a period of 3½ years and the production reportedly raised from 2 to 4 ounces, further efforts are still necessary to bring it up to 6 ounces *per capita*.

11.29. The methods of fruit preservation now current have to be simplified and made cheaper so that they can be taken up by the villager more easily. If this could be done, then a very much larger proportion of our fruit production will be preserved than at present; this, in turn, will lead to greater fruit production. But apart from fruit preservation, there is an increasing market for the fruit as people are progressively taking to eating fruits. A considerable proportion of our fruit production continues to remain in the villages for lack of adequate communications but the improvement of rural communications as part of the community development programme is having a beneficent effect upon the movement of fruit from the villages to the towns. There is thus an immediate possibility of extending our fruit production and it is, therefore, necessary that greater attention should be given to starting nurseries in each block. Similar action will also have to be taken in regard to growing of vegetables. The timely and adequate supply of seeds and seedlings, advice on and supply of proper manure, demonstration on the cultivator's farm and encouragement of kitchen-gardening, are all necessary to increase the output of fruits and vegetables. We were impressed by a system which has been introduced in Kashmir with great advantage to the village community. The community centre has, attached to it, land for a nursery where fruit plants are raised and sold at reasonable prices to the villagers. This provides a substantial income to the community centre while at the same time the villager does not have to go far in search of fruit plants.

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\*Vide Appendix 22,

11.30. One of the problems of rural areas is the increasing shortage of wood for fuel as well as for making agricultural implements. Another important use to which village forests have been put in many areas with heavy rainfall is to use their leaves for composting. The existing trees are being indiscriminately cut down without new ones being planted. The efforts of the 'Vanmahotsav' movement have after an energetic start dwindled more or less to the observance on a formal occasion on a prescribed day. Trees once planted are rarely looked after. It is essential that a concerted drive for growing fuel and other timber trees in the villages has to be undertaken by encouraging and inducing our village panchayats which alone can appreciate the local needs in this regard.

11.31. Paddy is raised under un-irrigated conditions in large areas in the States in North India and the yield of such paddy depends on adequate presence of moisture in the field or rainfall during the period of flowering. In the absence of such favourable conditions the yield is considerably reduced. In order to off-set such uncertainties it is necessary to grow varieties which flower by the middle of September but the cultivator prefers to grow the longer duration varieties which flower from the middle of October as these produce about 25% extra yield. It is possible, however, to ensure some crop even if the rains fail in October, if the short and the long duration varieties are grown on the same field and at the same time in alternate lines. Such a practice exists in China and the possibilities of doing this should be immediately explored in the Agricultural Research Stations in all these States.

11.32. It has been brought to our notice that at present no well-defined procedure exists whereby research workers are continually kept informed of the problems of the farmer, nor is extension in the true sense of the term yet a part of the functions of our teaching institutions. We feel that this lacuna can be filled only by starting research stations for each agricultural zone in every State. Such stations will confine themselves to the solution of the local farmers' problems. All the regional research stations should be linked up horizontally and vertically; that is all such stations in similar regions of different States should be encouraged to establish mutual contact and all regional stations within a State should be guided by a State research organisation. The Research Officers should spend some time in the field every year so that they can come into close contact with the farmer and extension officer while he is trying out the new knowledge evolved from the research stations.

11.33. Even more effective than the demonstration carried out by the Gram Sewak is the actual practices adopted by the neighbour,

Therefore, the village farmer will more easily be induced to take to new practices which have been adopted by one of his neighbours than those which are being recommended for the first time. The Gram Sewak's function will be to induce first the progressive farmer to take to a new practice and then to persuade the village farmers to follow the progressive farmer. It is, therefore, essential that a register of progressive farmers is maintained in each block headquarters. Such farmers should conform to certain prescribed standards of agriculture and animal husbandry and should also display a keen desire to experiment on new lines suggested to them by the extension officer. Associations of progressive farmers should be encouraged, where necessary with financial aid not merely to experiment on new lines but to carry the results of such experiments to all their neighbours. This, we understand, has been tried in the State of Saurashtra and found useful.\*

11.34. We understand that a scheme for starting *Vigyan Mandirs* is being worked by the Ministry of Natural Resources. This scheme aims at providing 'applied science laboratories' in rural areas so that the villagers may approach their problems in a scientific manner. The laboratories deal with soil and water analysis, plant pathology, health, sanitation, scientific education, etc. The scheme is yet in an experimental stage and it is too early to forecast the results of the experiment. We recommend, however, that whenever new *Vigyan Mandirs* are started, they should be located in C. D. blocks preferably as near to the district headquarters as possible. This, we believe, will lead to greater cooperation and contact between our science colleges and the *Vigyan Mandirs*.

## B. Irrigation

11.35. During the last five years, irrigation facilities have been extended to considerable areas by the construction of major and minor works including masonry and tubewells. These facilities have, however, not been availed of by all farmers and consequently the expected increase in food production has not materialised. Reasons for this are varied. Often, when canal irrigation has been introduced in an area for the first time, people have not been able to change over from the traditional methods of cultivation; nor have cropping patterns been scientifically worked out in advance, nor introduced with vigour, care and understanding.

11.36. We noticed that in some of the major projects there was no experimentation in regard to the cropping patterns, nor of the right use of water newly made available. On the other hand, where the State

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\*Vide Appendix 23.

Government had taken timely steps to start experimental farms for this purpose, they did not find it difficult either to educate the local farmer in the right use of water for irrigation or to prescribe a cropping pattern to which he could take with ease and confidence. Such farms should form an integral part of the project. In some cases rates of irrigation have not been attractive enough to tempt the farmer to make use of the water offered to him. It is clear that in the case of all new irrigation works, major and minor, a good deal of planning in all these matters and in matters of supply of fertilizers, seeds etc., is necessary but is often lacking. We would, in particular, stress the need for studying the current water rates in those areas served by tubewells, wherever the available water is not being used only on the ground that the rates are excessively high. Obviously, where such non-user continues over a long period, it would be more economic to lower the rates. We would also urge that the rates for the supply of electricity for working tubewells and lift pumps should not exceed the rates for industrial purposes.

11.37. Maintenance of such minor irrigation works as tanks and tube-wells, is a problem which has been accentuated by the progressive increase in their numbers in recent years. In some States, statute places on the beneficiaries the responsibility for their maintenance; but even there, such maintenance is slack and the statute is really not enforced. We would suggest that this responsibility should be squarely placed on the panchayat samiti or the village panchayat according to the size of the work and the cost of maintenance. This may possibly reduce the number of complaints that water supply is not timely nor adequate.

11.38. In areas, where irrigation facilities are perennially available as in the case of those which are fed by canals and tubewells, double-cropping is possible but is not being adopted by all farmers. We feel that double-cropping can be encouraged by reducing the water rates for the second crop. This should not be difficult as the water will otherwise remain unused. At present the proportion of the double-cropped to the total-cropped areas in the country is very small.\* Even the proportion of the double-cropped area to the area under irrigation is not strikingly high. It is, therefore, clear that efforts are called for in this direction.

11.39. Irrigation works are ordinarily remunerative. In certain areas, however, they are not; but even so, they have to be taken up as protective works. There is a third category, in regions where they may have to be taken up as part of the community development programme even though they may not be remunerative. Such works will have to be judged from the broad aspects of their utility for increasing the agricultural production, raising the yield and developing the community.

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\* Vide appendix 24.

### C. Animal Husbandry

11.40. In the field of animal husbandry, according to the reports of the Programme Evaluation Organisation, most of the work done so far has been more on the veterinary side as distinguished from animal husbandry. Considerable progress has been made in many of the blocks in the treatment of cattle diseases and control of epidemics. "Inoculation and vaccinations have been carried out extensively and effectively and not a single evaluation centre has extensive mortality from any epidemic during the last three years. . . . Considerable advance has been made also in the provision of additional veterinary facilities in many projects".<sup>1</sup> But due to the paucity of trained staff, the arrangements for castration and prophylactic inoculation are still not adequately satisfactory even in these blocks and much less so in a vast number of other blocks. Some States have, therefore, arranged to train their Gram Sewaks in castrating and inoculating cattle; this work has also been included in the duties of the Gram Sewaks. As we do not consider it likely that States can arrange to recruit and employ in adequate numbers trained stockmen for this work, we recommend this alternative for adoption in all areas.

11.41. Progress in the improvement of the breed of cattle has been limited by the shortage of good pedigree bulls,<sup>2</sup> inadequacy of proper arrangements for the maintenance of bulls issued to the villagers, failure to start artificial insemination centres in adequate numbers and after starting them to take measures to popularise them. Equally, the problem of fodder has so far defied solution nor has it received the attention it deserves. The demand for the available supplies of fodder is increasing with the increase in the cattle population; of this increase useless and infirm cattle are a progressively large proportion. This fact is a genuine impediment to any scheme of improving our breed of cattle—either the milch breed or the draught breed or the dual-purpose breed. Admittedly, the problem has sentimental and political aspects. But the ultimate solution is obvious.

11.42. Improvement of our grasslands has not received any attention so far. In certain areas there are extensive grazing grounds which with a little care would yield fodder many times their present output. Instead, they are being fast eroded. This is both a problem of soil conservation and of increasing the fodder output.

11.43. Equally, it is important to encourage farmers to raise green fodder as an additional crop especially in areas where irrigation facilities

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1. P.E.O's Report 1956, Page 41.

2. Vide Appendix 25.

are available. Silage-making could be popularised simultaneously if there is any fodder available at the end of the monsoon. Much has been said about silage but we were struck by the fact that few animal husbandry officers had made any attempt in promoting it.

11.44. In certain States, it was brought to our notice that the problem of milch cattle is complicated by the fact that there is a very considerable movement of such cattle from villages to large cities like Madras, Bombay and Calcutta where they are often slaughtered after the lactation period is over. We have not been able to collect any data to enable us to make any recommendation on this subject, but we consider it of sufficient importance to attract the notice of State Governments.

11.45. Animal husbandry has so far been confined to improve the bovine cattle. Goat breeding has not received sufficient attention; nor has sheep-breeding except in certain traditionally wool producing areas. Mutton is an important part of the diet of a not inconsiderable section of our population; goat's milk is, and can be, put to use. Maintenance of these animals is a much less expensive affair than the maintenance of cattle. For these reasons alone, it is essential that greater attention should be paid to the improvement of the stock of these animals.

11.46. In regard to sheep, emphasis has naturally been on the improvement of wool which has considerable export value. Efforts at sheep-breeding have, therefore, been mainly confined to certain regions. We feel that they could equally be extended to other areas and intensified for improving the quality and yield of wool and also for providing mutton.

11.47. Our larger cities and towns offer a vast market for milk and milk products. This market is still comparatively unexploited. Its exploitation can lead to great economic benefit to the rural areas, but two factors need to be tackled in this matter, first, easy and rapid communications and secondly, organisation of marketing facilities. The persistent failure of milk marketing societies has now been proved to have been due to faulty organisation and it is time that the lessons learnt are put to proper use by the organisation of milk cooperative societies in the vicinity of all towns and cities.

11.48. There are certain communities whose traditional occupation is cattle keeping and cattle breeding. They hold large herds of cattle, sheep and goats without owning any land for maintaining them. They roam about from place to place and often do heavy damage to the standing crops of the cultivators. Intensive schemes for the rehabilitation of these cattle breeders on cooperative

lines in areas where they are in large numbers should be undertaken by providing land, financial aid—loans and subsidy—veterinary aid, grazing facilities, water, etc. Unless this is done, this particular section of the village people which is extremely backward, will remain unaffected by the programme of community development. A scheme for the rehabilitation of such cattle-breeders which is being worked in one of the States has been given in Appendix 26.

11.49. The programme of poultry development has not made any significant progress in C.D. and N.E.S. areas in most of the States.\* On an average, only 89 birds have been supplied per block per year. The factors responsible for slow progress are the absence of proper stress on poultry development in general and the inherent prejudice of the people against poultry keeping; this prejudice is, however, gradually disappearing and the activity is finding increasing favour with the villagers. Poultry can offer profitable employment to the farmer's family and to the family of the landless labourer. Intensive efforts in this direction would add substantially to the villagers' income and we urge that greater importance should be attached to the programme of poultry keeping techniques through youth clubs, adequate financial assistance to Harijans, backward and landless classes, complete replacement of all indigenous by exotic cocks and necessary technical guidance which will be the important factors in ensuring that the programme becomes popular.

11.50. Pig breeding has been attempted in certain areas by the introduction of Yorkshire boars. But the progress made is still limited. The scheme for improving the breed of pigs will need greater technical guidance than is at present made available.

11.51. We have not been able to study the question of the development of fisheries in any great detail. But in those States which have large rivers flowing through them or which have long coast lines, fishing is an important source of employment and fish is a predominant item of food of a section of the people. From both points of view, fisheries need more concentrated attention than they have so far received. The provision for fisheries in the five year plans of the different States is disappointingly low and we saw very little indication of activities in this direction, in any of the blocks which we visited. We would recommend that fisheries should receive larger financial allotments and greater administrative attention, especially in the community development blocks.

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\* Vide Appendix 27.

## Section 12

## COOPERATION

The cooperative movement in India after having been neglected for a long time appears now to have developed around itself a considerable amount of ~~theory and controversy~~. The latest disagreement amongst persons who are interested in the progress of the movement is about the size of the unit, whether it should be the village or a large group of villages. Perhaps, it would be useful to remember that conditions vary not merely from State to State but even from block to block and what would be useful, necessary or wise in application to one block would not necessarily be so in the case of another.

12.2. At the same time, one observation often made, bears repetition that each unit of population whether a single village or a group of villages should organise a multipurpose cooperative society instead of a number of cooperative societies for different lines of activity. Equally, such a cooperative society should work in close association with the local panchayat or panchayats. While increasing stress is being laid upon the progress of cooperative movement in the community development blocks in all States, we are afraid, that this stress is more on the number of cooperative societies newly organised than on the quality of the work of the existing ones or the new ones.\*

12.3. A survey made in 1956 by the Programme Evaluation Organisation in 702 villages spread over 17 evaluation areas showed that 50.6 per cent of the villages were covered by credit cooperatives and only 12.8 per cent by non-credit cooperatives. Fifteen per cent of the former have been reported to be inactive and as many as 31 per cent of the latter. All the development blocks in which this survey was undertaken were 3 to 4 years old and yet the movement could extend, however unsatisfactorily, to little more than half of the area. The survey further shows that there were three credit societies for about 1,000 families and one non-credit society for about 1540 families. The results so far achieved are not flattering and clearly indicate cause for concern

12.4. Where multi-purpose cooperative societies exist they function mainly as credit societies. The obvious reasons for this are, first, the overwhelming importance of credit in our rural economy and secondly, the long tradition of credit societies in the country. We would, therefore, suggest that the training of cooperative personnel should be oriented in such a manner that cooperation can be understood not merely, nor even primarily, as an instrument for securing cheap credit but as a means of community development.

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\*Vide Appendix 28.



12.5. Out of the total allotment of Rs. 7 lakhs in the N. E. S. block budget, a sum of Rs. 3 lakhs is to come direct from the Reserve Bank of India through normal cooperative channels to be used for short-term credit. Not always, however, is this amount of Rs. 3 lakhs available to the cultivators even though they become members of cooperative societies. The criteria and qualifying conditions for obtaining funds from the Reserve Bank of India should be laid down in precise terms and made widely known, so that the cooperative societies in the blocks can take maximum advantage of this facility. The Reserve Bank advances loans at the rate of 2 per cent. The commission or additional interest charged by the Apex Banks varies from  $1/2$  percent to  $1\frac{1}{4}$  per cent. The additional rate of interest charged by the Central Bank to the primary society is even higher and ultimately when the loan is advanced to the farmer, it bears a rate of interest which in most cases is higher than it should be. There seems to be little justification for these loans to bear interest exceeding  $6\frac{1}{4}$  per cent. We have noticed that some of the Central Cooperative Banks receive fixed deposits at high rates. They desire to lend the funds thus available to the various cooperative societies and have, perforce, to charge a higher rate of interest than what they pay on fixed deposits. They, therefore, refuse to obtain the necessary funds from the Apex Bank for providing cheap credit to the farmer and instead compel the needy man either to go to the money-lender or accept a cooperative loan at an unreasonably high rate of interest. Thus the scheme for providing cheap credit remains a paper facility, not available to the person for whom it is intended. We would urge that this matter should be immediately examined and remedial steps taken.

12.6. Not much has so far been done in the field of industrial cooperatives; not even provision of adequate finance to the artisan at a reasonably low rate. There have been various proposals that genuine artisans should be provided with such loans and the figure of  $3\frac{1}{4}$  per cent has been mentioned as the rate of interest. Action, however, will have to be taken to ensure that such a proposal is given effect to early. The arrangements to supply him electric power at concessional rates can be effective only by the provision of cheap credit and subsequent organisation of marketing on a cooperative basis.

12.7. We have also noticed that in certain areas cooperative societies have not been organised and it may not be possible to organise them in the near future. In these areas, it is desirable that the State Government should take suitable action in consultation with the Reserve Bank, so that the farmer is enabled to get the credit he needs at a rate of interest not exceeding  $6\frac{1}{4}$  per cent.

12.8. Apart from the adequacy of the supply of credit to the cultivator, another important point which needs to be stressed is that the loan should be made available to him just at the time when he requires it for various agricultural operations. In the case of short-term loans it is equally important to arrange that the period of repayment is sufficiently long to enable him to make the repayment of loan due from the proceeds of the crops sold.

12.9. There has been considerable argument over the suggestion made from time to time that credit worthiness of purpose rather than credit-worthiness of the borrower should be the basis on which cooperative loans are advanced. At present it is only the credit-worthy and therefore, the well-to-do farmer who is able to secure credit from cooperative societies. The poorer farmer, especially the share-cropper, is completely deprived of this source of credit. Thus, the weakest member of the community has to go to the most undesirable source, i.e. the private money-lender. This has to be remedied and can be remedied only by making credit-worthiness of the purpose rather than of the borrower the criterion for lending. We realise that this is a matter which involves wide financial implication, but some of the States have appreciated the necessity for orientation in their policy and have relaxed rules relating to taccavi. We feel that such reorientation should cover the entire field of rural cooperative credit.

12.10. The villager's needs are not merely for production purposes but also for certain essential unproductive purposes. However, much we might deprecate and discourage expenditure on items like weddings, funerals, etc., it will be long before the community begins to realise the un wisdom of such expenditure. Provision will, therefore, have to be made to ensure that such items of expenditure do not deliver the farmer into the clutches of the money lender. Here again, it is only the cooperative society which can, by a judicious variation in the rates of interest, solve the villager's problem.

12.11. The other problem is one of the non-realization by our credit societies of loans issued by them. This has been one of the most distressing aspects of the cooperative movement in the country. We realise that it is not possible to remedy it by mere recommendation, but we believe that unless the Gram Sewak, the Cooperative Inspector and the Block Development Officer work out detailed schemes for the timely realisation of such loans by the credit societies, cooperation will refuse to be raised to any higher levels than at present. In this field the Philippines Government appears to have worked out a bold scheme.\* The

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\*Vide Appendix 29.

two salient features of the scheme are: a method of capitalisation through insurance fees and credit loans for production and improvement. It also provides for loans on such occasions as birth, illness, marriage, etc., by the integrated approach of linking credit with marketing and processing. The results achieved appear to have been satisfactory. This scheme deserves study by all State Governments. We expect that some features of it may be adopted by us with profit.

12.12. At present rural credit is supplied by, apart from the money-lenders, the Government through the administrative channels and by cooperative societies. It appears to us that supply of credit separately through these two channels fritters away the scanty financial resources available to us. The only sensible course appears to be progressively to canalise all these loans through the single agency of the cooperatives, thereby avoiding duplication and rationalising credit facilities. This will also solve the problem of differing rates of interest. As mentioned earlier, attention has so far been given only to credit cooperatives. Efforts at organising cooperatives for supply of milk and dairy products, poultry-keeping, silk-worm rearing, bee-keeping, brick-making, etc., have not been unknown and have not always failed, but such efforts have been very few and their lack of success has been due to lack of credit, lack of technical advice or discouragement by early difficulties. Cooperation is a field where there has been either too much official control leading to the stultification of the programme, or too little official guidance leading to confusion. While in the development of the community it has a vital role to play, it can play that role only when not controlled by official agencies. Such control has also led to the divorce of the panchayat from the cooperative. The entire training programme should be oriented to the elimination of control from the field of cooperation. What we have suggested in the field of local government applies equally to the field of cooperation.

12.13. Cooperative farming has for long fascinated the authorities in this country, because it promises to offer a solution to many problems, like low agricultural production, fragmentation and dispersal of holdings, paucity of rural credit, difficulty of rationalisation of farming practices, etc. Its spectacular progress in China has increased its attraction. It must be borne in mind that conditions here and in China differ vastly. Many of these difficulties are fundamental to the political constitutions of these countries. It will be wise to bear this in mind in planning to quicken the pace of cooperative farming. A considerable number of experiments carried on in our country have indicated that cooperative farming is not likely to succeed without fundamental changes in the administra-

tive approach and in the villager's psychology. We have discussed the problem with all the States and have reached the conclusion that the experimental stage has to continue before cooperative farming can be recommended on a large scale. We, therefore, suggest that in each district one cooperative farm should be organised in a selected community development block during the current plan period.

12.14. We also consider that cooperation is a field where an organisation among the young is possible. We, therefore, recommend that in high schools students' cooperative societies for the supply of stationery and text books should be organised; for it is at this stage that the students should start thinking of group action on a cooperative basis.



The weakest spot in our programme of community development is the development of rural industries for providing employment to the unemployed and the under-employed. From the data available, it appears that only 2.5% of the families have been benefited by our activities in the 80 blocks examined by us.<sup>1</sup> These figures are too generous in that the benefit of employment to one man has been equated to benefit to one whole family; also the employment has been assumed to be full employment. Even so, this additional employment introduced in the village is insufficient to set off the two years' increase in population. The training-cum-production centres have been the main channel of opening new rural industries. Figures<sup>2</sup> available, however, show that more than 50% of the persons passing out of such centres do not take up the profession to which they have been trained. These disquieting facts have to be faced and our present approach to the problem has to be revised radically.

13. 2. To this end steps have to be taken for :
- (i) carrying out a rapid local economic and technical survey in each block into the possibilities of specific industries;
  - (ii) training for improvement of existing technical skills and introduction of new ones in consonance with the findings of (i) above;
  - (iii) establishment of pilot projects to demonstrate the technical feasibility and economic soundness of any particular industry or industries;
  - (iv) coordination of cottage, village and small-scale industries;
  - (v) rural electrification which could equally well serve irrigation purposes;
  - (vi) provision of credit for rural industry;
  - (vii) supply of raw material where necessary and of improved designs;
  - (viii) quality control and facilities for marketing; and
  - (ix) research, technical supervision and guidance.

13.3. Cottage, village and small-scale industries need a very consi-

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1 Vide Appendix 30.

2 Vide Appendix 31.

derable coordination in their working. They have their appropriate place in the rural economy but sometimes are apt to cut into one another. At the all-India level, a number of such individual industries are promoted by all-India boards which sometimes are inclined to work in separate compartments. It should not be difficult to make some effort to pool funds, personnel, agencies of supervision and inspection and marketing arrangements so that inefficiency and waste can be minimised. The all-India boards themselves should function through State boards nominated by the State Governments in consultation with them. The State boards in their turn should function through the various State departments concerned with the industry and through local representative organisations.

13.4. We have referred to pilot projects. The main criteria for the selection of industries for such pilot schemes should be the following:

- (i) ready and regular supply of raw materials;
- (ii) a type of labour-skill that can readily be trained or is already available;
- (iii) relatively low capital cost, and high labour employment per unit of output;
- (iv) the industry should be suitable for production on a small scale as a cottage, village or small-scale industry or in small local concentrations;
- (v) ready availability of equipment and power;
- (vi) a 'radiating value' so that the successful pilot units may be followed by wide multiplication of similar units by the people;
- (vii) concentration in areas, range of output, type and quality of the product, thus requiring a small managerial and technical group of high calibre which could, therefore, command commensurate salary; and
- (viii) the industry should be, in the long run, self-paying and should satisfy the basic criteria of utility and marketability in respect of quality and price in the local area of production and/or outside as compared with other production units. This implies that there should be sufficient margin for wages and reasonable profits between the cost of production and the market price of the finished product.

The term 'self-paying' does not exclude a programme of stimulating employment by subsidising certain industries or raising the price level by demarcation of production but after making an allowance for reasonable

subsidy, the cost of the product of the industry should not be more than the market price. The promotional aspect of assistance by subsidy to some of the selected rural industries has been recognised in almost all the countries and we need not feel chary about it.

13.5. Training will, for many years, form a very large part of the working for promoting rural industries. We suggest that a number of peripatetic training centres with short-term courses not exceeding beyond a month and staffed by efficient practical technicians drawn mainly from rural areas from amongst professional artisans should provide a very effective means of improving the technical skills in rural areas. It should be possible through such mobile centres to communicate to the village worker not merely the technical skills but also the changing designs to keep in step with the changing taste of the public. Quality comes in at this stage as also the provision of necessary credit facilities and marketing facilities. Quality control alone can, we feel, obtain a considerable market for our rural industries within our country; and together with modern designs that market should be capable of even further expansion. In each of the rural industries in a district there should be technical advisers; sometimes it may be that such advisers can handle more than one district; sometimes only a part of the district. This will be determined by the intensity and area of the spread of a particular industry. It should also be possible to organise guilds or associations of prominent artisans in each block who can try and suggest improvements in the tools, designs or technique without which every rural industry is likely to come to a standstill sooner or later. It is not always that the artisan takes to new techniques. It is here that the association of prominent artisans will be of great use; new techniques can be popularised through them.

13.6. Training-cum-production centres have come in for a considerable volume of criticism. Some of this criticism has not been unjustified. Nevertheless, the utility of these industries is undoubted. We recommend, however, that a training-cum-production center, after it has been in existence for some time, should be made over to a local cooperative of artisans who should then be able to run it as their own.

13.7. We have already mentioned the need for greater coordination between the programmes of the various all-India boards. We have noticed with regret that in many of the industrial pilot projects, the work of these boards continues to be implemented without much integration or coordination. This is a mistake which needs immediate remedial steps. It is not merely contrary to the very concept of community development by methods of coordinated activities but also involves a very large wast-

age of public energy and public funds. In the development of rural industries, the cooperative organisation has a large part to play. Whether in the purchase of raw material, in the supply of finance, in the collection and distribution of new designs or in the marketing of the finished product, we can find no substitute for the cooperative society. These cooperatives should be an integral part of the general cooperative structure and should be affiliated to the district cooperative bank and other institutions like any other cooperative society in the rural areas.

13.8. Most of the observations and recommendations which we have made in this Section have, perhaps, been made before, but we consider that they need to be repeated and emphasised in the context of the community development programme.





It was intended in the First Five Year Plan that "the health organisation of the project areas will consist of three primary health units in the development blocks and a secondary health unit equipped with a hospital and a mobile dispensary at the headquarters of the project area and serving the area as a whole. It would aim at the improvement of environmental hygiene including provision and protection of water-supply, proper disposal of human and animal wastes, control of epidemic diseases such as malaria, cholera, small pox, tuberculosis, etc., provision of medical aid along with appropriate preventive measures and education of the population in hygienic living and improved nutrition." On the basis of this, the Community Project Administration planned that to every primary health centre, would be attached three maternity sub-centres each catering to the needs of a group of about 20 or 25 villages. The scheme, however, has not been worked out in its full details in most of the blocks mainly for lack of trained personnel. Between October 1952 and March 1957, 2702 primary health centres are reported to have been started. To these should have been attached 7080 maternity sub-centres, but only 1214 such sub-centres are reported to have been opened.\* Figures are not available to indicate how many of these are functioning as they were expected to. On the contrary, we have during our tours noticed and have also received reports that some of the primary health centres have been opened and some still continue without adequate staff and equipment.

14.2. The eternal problem of rural medical relief in our country, the antipathy of the medical graduate to live and work in the village, has not been solved to any extent. Invoking the spirit of service in him without resolving his difficulties in the matter of housing and children's education has not led to any results. Compensatory allowance for the loss of private practice is in some States neither adequate nor graded. Added to this is the unwillingness of certain State Governments to recruit medical graduates belonging to certain communities or certain linguistic groups. These problems have to be faced and solved before we can be in a position to staff our rural medical services adequately. Apart from the obvious solutions indicated by these problems themselves, some of the States may have to consider the desirability of employing retired medical officers for work in rural areas.

14.3. The Health Survey and Development Committee (Bhore Committee) had after exhaustive study recommended that the medical and

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\*Vide Appendix 32 containing figures for all States except Madras,

public health organisations should work under unified control at the State, regional and district levels. This integration has not yet taken place in many States. We have examined the working of both the integrated and non-integrated systems and would strongly urge that the former should be adopted by all States to secure more efficient direction of public health and medical work in the blocks.

14.4. Maternity and child welfare as well as family planning will never make the desired progress until the cadres of trained health visitors, nurses and midwives are increased manifold. The training programme for these is still not receiving that urgent attention which it demands. The traditional but limited skill of the indigenous *dais* can, in the interval, be put to better use by inducing or compelling these women to undergo a brief training. There is a scheme for this purpose sponsored by the Ministry of Health, but not all the States appear to be making the best use of it.

14.5. In regard to family planning, no appreciable progress appears to have been made in any of the blocks. The reason for this is not the lack of receptivity of the people, but the lack of trained health visitors. We were surprised to notice that the training programme for the lady health visitors does not include the technique of family planning as an item of study. This defect should be removed and the output of the institutions for training lady health visitors should be increased without further delay. The primary and even sub-centres should also provide advice to the villagers in family-planning.

14.6. In regard to the training of the medical personnel we quote and endorse the suggestions of the Expert Committee on Training Programme appointed by the Community Project Administration: (i) all States should ensure that the seats allotted to them in the training centres at Najafgarh, Singur and Poonamalle are always filled by their candidates; (ii) the syllabus and standard of training is uniform in all the three centres; and (iii) persons who have undergone this training are posted in the primary and subsidiary health centres in the development blocks. In passing we would urge the State Governments to examine whether, in view of the shortage of specialist staff, it would not be possible to train the staff employed in the health centres for specialised service relating to such locally prevalent communicable diseases, as malaria, filaria, tuberculosis, leprosy, venereal diseases, etc.

14.7. Certain tried and proved indigenous remedies for common ailments are well-known in certain villages or certain families. They have been handed down from generations and are still extant. It will be useful to investigate these cheap remedies, analyse and if found genuine, popularise

them. These remedies are fast going out, which we consider a national loss. We recommend that State Governments should take all speedy action in this matter.

14.8. While at least some States have made appreciable progress in arrangements for medical services in rural areas, environmental hygiene and sanitation have admittedly received less attention. It is true that provision of drinking water has been on the programme and has been attempted on a considerable scale, but attention has not always been paid to the need for the construction of sanitary wells, prevention of pollution of sources of water and periodical test of the drinking water for purity. Various types of latrines have been evolved, but they have not succeeded in getting the approval of the villager. We saw in some blocks public latrines constructed at some cost. They were shown to us both by the villagers and by the local officials with justifiable pride, but we found that they were not being used. The factors which have led to this situation need deep study; equally, it appears necessary that in the training course for the Gram Sewaks' cadre stress has to be placed on imparting to them a clear idea of sanitation both in their own daily life as well as in the life of the villagers.

14.9. Nothing substantial appears to have been done in regard to improvement of rural housing conditions apart from sanctioning of some loans for house building. Even in the schemes for improving houses of backward classes, guidance seems to be lacking. While the remodelling of the entire village according to a set plan is not possible and the construction of a village entirely at a new site is even more difficult, improvement of the existing houses by increasing ventilation and making them more liberal is practicable. The first step in this direction is to make the villagers aware of the drawbacks in the existing structures and the ease with which minor alterations can be made to remove them. Cooperative housing societies for the manufacture of bricks, tiles etc.,\* have been started in certain villages and have been found to have passed the experimental stage. Community sheds for cattle can be and have been built as an alternative to the existing arrangement where human beings and cattle share the same hut. They can be studied and copied all over the country.

14.10. While it is admitted that the main problem facing the poorer villager is more one of obtaining food in sufficient quantities rather than concerning himself with its quality, it is equally true that much scope exists for improving the quality without extra expenditure. Many types

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\* Vide Appendix 33,

of edible material are not being used for sheer lack of knowledge; the correct method of cooking many others is not known. We recommend that the health departments of the various State Governments should examine these matters more intensely and convey their conclusions to the villagers through the extension workers.



The role of the community development organisations in the field of primary education as in other fields is to aid in the effective implementation of the various programmes of the Education Department of the State. In the Second Five Year Plan, there is a provision of Rs. 12 crores for primary education in the C.D. and N.E.S. schemes. We feel that unless the area concerned is specially backward in educational facilities, these funds should be used not to establish new schools but to supplement the allotments of the State to strengthen and improve existing primary schools. We have noticed that in many cases, these schools are without playgrounds, libraries, equipment for games, etc. It is in these directions that the strengthening will be specially necessary.

15.2. To facilitate this, it is necessary that the unit of educational administration should be identical with the block. This is the general pattern which we have recommended for all departments in Section 5 of this Report. Plans for expansion of primary education facilities and improvement of existing institutions should then be worked out on the basis of the block as the unit. We would suggest that in each block there should be an Education sub-committee of the Block Advisory Committee for the time being and later of the panchayat samiti. This would be the body to which should be assigned the responsibility for the maintenance and working of the schools.

15.3. We have a directive to provide free and compulsory education to children upto the age of 14 years within ten years of the promulgation of the Constitution. It is obvious from the progress so far made in this direction that it is not likely that the goal will be reached as directed. We, therefore, suggest that we should set for ourselves as a more modest but immediate goal the introduction of free and compulsory primary education and to this end, steps should be taken at least in the block areas, not merely to sanction the necessary funds but also to provide trained personnel in adequate numbers. We would, in particular, stress the need for the construction of residential accommodation for women teachers. We were distressed to find that even in States, which are comparatively advanced, not many women are prepared to come forward to work as village teachers. One of the reasons for this is the lack of reasonably adequate housing facilities in villages.

15.4. Schemes for compulsory education have not so far been made effective in most of the States. We recommend that the block areas where

special stress is being laid on social education would, perhaps, be the best for promulgating an order regarding compulsory education. Such an order can be effective not through any fear of law but through an understanding of the need for and benefits of primary education. To persuade people to send their children to schools in areas where primary education is not compulsory should be one of the functions of the Gram Sewika as well as the Gram Sewak.

15.5. The Estimates Committee in its Forty-second Report has complained against the slow progress of basic education in rural areas and lack of proper appreciation of the role of basic education. They have recommended that efforts in the Community Development and National Extension Service blocks should be intensified to encourage basic education by opening new basic schools and by converting more existing schools into basic schools. We are in agreement with the Estimates Committee. We, however, wish to add that the condition of a large proportion of basic schools in these areas is not satisfactory and in some cases a noticeable discontent seems to be growing against such schools. There is a feeling that while this new type of education based on rural crafts is being prescribed for the rural areas, Government policy in urban areas appears to be different. There are few basic schools in towns and even these often select different crafts. Curiously enough some Governments aid "public schools" and even encourage poor children to attend them by instituting scholarships tenable in these schools. We urge that the State Government policies in this regard should be clarified with the least possible delay so that the present gulf in the standards of primary education for children in rural and urban areas may not widen further. Every step should be taken to enable people to be convinced that basic schools are superior to what may be called the general type of schools. We also suggest that special care should be taken to provide trained staff in such schools and to provide proper equipment also. Proper training of teachers is the crux of the situation. We suggest at least a *two-year course* of training of teachers for this purpose be introduced in those States where the course is for one year only.

The chief objectives of social education are to create a new outlook, new values and new attitudes on the part of the people, to impart new ideas and new skills, including literacy, to energise people's organisations for group action, to provide healthy recreation, to give an impetus to the entire development programme by enlisting people's participation, and to build up local leadership. It is training and education in citizenship in the widest sense in a free and progressive democracy.

16.2. For achieving this objective, the following seem essential:

- (a) Every citizen should know the meaning of citizenship and the way democracy functions. He should have elementary knowledge of history, geography and social conditions of the country. The necessary knowledge in such matters can be imparted by verbal methods and in case of illiterate adults the emphasis will have to be on spoken word rather than on written texts.
- (b) An attempt should be made to induce citizens to learn how to read and write fairly well.
- (c) Social education aiming at improvement of bodily and mental health cannot ignore proper training and refinement of emotions. Folk music, drama, dance, poetry and recreative activities are to be included in social education for this purpose.
- (d) Social education should also contain some elementary instruction in universal ethics with special emphasis on the necessity of toleration of one another's differences in a democracy.

16.3. In the beginning there was a good deal of confusion about the role of social education and the functions of S. E. O.s. Dr. D. Einsminger, Mr. M. L. Wilson and Dr. Carl C. Taylor complained about vagueness about social education and about the exact role of S. E. O.s and were afraid that this vagueness may retard effective use of social education in India's community development programme. Dr. Carl C. Taylor observed that the job of S. E. O. had not developed in field operation in the way it was originally described largely due to absence of clear instructions. The Estimates Committee also suggested that "the duties and functions of the S. E. O. should be clearly laid down to avoid any chance of overlapping of duties and the wrong concept of the role of social education." The role of

Social Education Organiser has been well defined by the Sixth Development Commissioners' Conference to include various aspects of social education which will help bring about a change in the outlook of the people; create an urge for better living; organise the people through the formation of community institutions; educate public about the implications and essentials of planning, about their rights, duties and obligations as citizens; inculcate an interest about the knowledge of the country; organise cultural and recreational activities as also promote education and adult education. The services of S. E. O. should also be utilised in developing public opinion by persuasion against existing social evils such as child marriages, untouchability, excessive expenditure at the time of marriage, drink habit, use of narcotics such as ganja, opium etc.

16.4. Besides the field staff, the necessity of specialist staff at the district and State levels to provide guidance to S. E. O.s. should be recognised and a separate section of the department of education opened under a joint Director of Social Education. It has also been suggested that S.E.Os. may be borne on a common cadre with Sub-Deputy Inspectors of Schools or their equivalents. Some States have adopted this arrangement, while others have found good reasons to reject it. It is obvious that with the differences in the organisational pattern, it is not possible to prescribe a uniform procedure. But as we would like that the village teachers should be brought into the rural development activities, especially their social educational aspect, it would be useful if the S. E. O. is assigned a definite position in the Education Department of adequate status.

16.5. In the Fourth Evaluation Report it is said that "the place of Gram Sewak in this structure is not too clear". This position should be clarified. In the beginning, the Gram Sewak was expected to do the work of social education also and his earlier training was based on this theory. But the Gram Sewaks were so overburdened with other work of material welfare that they hardly found any time to attend to social and cultural aspects of the programme, and the S. E. O. had to be provided. However, as stated in the Manual on Social Education, "the S.E.O. is a member of a team of workers of which the Gram Sewak is a very important member since he has the most primary contact with the villagers." It is essential that there should be close contact between the S. E. O. and the Gram Sewak who should take keen interest in all social education activities.

16.6. Though Gram Sewaks should be associated with social education work to a greater extent than hitherto, yet it will not be possible for them to devote the requisite amount of time for social education and the need for more help for Social Education Organiser will



continue. We suggest the utilisation of village teachers by the Social Education Organisers in their programmes of work as well as in the more subtle process of changing the outlook of the people. If this is agreed to, arrangements should be made for about two months' training in a Gram Sewak Training Centre or a Janata College or a camp for teachers who are to be so utilized in methods of extension principles of social education and cooperation and the ideology and methodology of community programme. We suggest two months so that training may be really effective. The teacher, so trained, should be given a monthly allowance for his work in the field of social education.

16.7. In this movement for improvement in local conditions, we must realise that changes or improved methods which are accepted are only a stage in a continuing process. In order to ensure continuity it is essential to bring the village panchayats and other community organisations in villages in the picture. Social education should give considerable attention to the improvement of the working of community organisations where they exist or to bring into existence healthy organisations for providing the sustained impetus. Village leaders should be enlisted in the effort to impart social education. The desire for change for the better should be inculcated in village leaders and they should be assisted in spreading this educational process through their followers to the rest of the community. The Social Education Organiser should recognise healthy leadership where it already exists and should also identify potential leaders and assist them *unobtrusively* in becoming leaders and accepting the responsibilities of leadership for the improvement in the life of their community. The use of the term leader and leadership should, however, be avoided as at times it creates resistance in the minds of other villagers. Janata Colleges should prove useful for either training or re-orienting bright youngmen in the villages for social education work.

16.8. As improvement of economic condition of the villagers is one of the important items of social education, the Social Education Organiser should make an attempt to get the cooperation of various members of co-operative societies where they exist. Where cooperative societies do not exist, attempts should be made to bring progressive villagers in the field of cooperation. Success of social education in an area can be judged to a certain extent by the success of cooperative movement in the area.

16.9. Establishment of community centres has been adopted as an important part of the programme of social education in the block areas. The Fourth Evaluation Report says :-

“The running of the recreation centres has not been very satisfactory however. Equipment, distributed by the project,

is used for sometime when it is new, but as soon as some repairs or replacement (e.g., a new battery for the radio set) become necessary, the money and effort needed for the purpose are not generally forthcoming from the community. The equipment falls into disuse, and interest in the centre itself wears off gradually."

16.10. We agree with the report that "there should be less emphasis on giving centres or facilities and more on building up the communities to receive them. Some really effective criteria should be devised to determine whether the community really wants a given facility before it is given to them." But this does not provide a complete answer. The P. E. O., in their special study, observe that "beyond helping in the observance of some of the festivals or national days, the project staff seems at present to have very little to do with the community centres. Even the Gram Sewak doesn't often visit the centre, let alone actively help in the promotion of its activities." The village teacher or panchayat secretary, where paid, can be utilised with advantage after proper training for this purpose in initiating new activities so that the interest of villagers is not lost due to stereo-typing of the activities undertaken by the centre.

16.11. Marked success has been achieved in organising *vikas melas*, *shibirs* or training camps for villagers, campaigns or drives for one activity or another requiring only occasional participation. These concentrated efforts over short periods should be utilised, wherever possible not merely as substitutes for, but as supplementary to, activities requiring day to day participation by villagers. Clubs have their own intrinsic value in teaching people tolerance and decision by discussion. Shibirs can be very usefully employed for creating awareness of the value of improved practices in agriculture and other fields of project activity. Youth clubs, sanghams, etc. also should receive increasing attention of S. E. Os. who should encourage the youth of the village to participate in specific projects of work. All such activities should be adapted to local culture and social life of the people and also take into account the traditional ways of doing things in the area. Similarly, greater emphasis should be on activities in which people themselves take initiative and which can serve as the natural medium of expression for them. Thus Bhajan Mandalis and dramatic clubs are preferable to entertainment parties organised by the project. The services of cultural teachers and reformers available in different parts in the rural areas should be utilised in educating the masses through Hari Kathas, Kirtans, Bhajans etc. to which the village people are accustomed to respond readily and immediately. Special use should also be made of existing festivals and *melas* for social education purposes.

16.12. The Second Plan recognises that "rapid social and economic progress along democratic lines and widespread illiteracy are scarcely compatible with each other". Despite the fact that adult literacy programme has been widespread in the early stages of community development, we find that there has not been any significant progress in spreading adult literacy not to speak of adult education as defined by the Union Minister for Education in its three aspects, viz. (a) the induction of literacy among grown-up illiterates, (b) the production of an educated mind in the masses in the absence of literary education, and (c) the inculcation of a lively sense of rights and duties of citizenship both as individuals and as members of a democratic nation. Various Evaluation Reports are discouraging. "The adult literacy centres run as long as grants are available but as soon as these cease, the centres cease too."\*

16.13. The usual pattern for adult literacy is that the village teacher is given an allowance and he is expected to teach for a number of periods in the evening. This method in itself creates a problem inasmuch as the teaching of small children requires in the teacher certain habits and attitudes which he may not be able to shed when addressing adults. We feel that after due thought and research really suitable books should be prepared for village adults. Proper methods of teaching the illiterate who possess a good deal of worldly knowledge and experience should also be worked out and imparted to the village teacher who will have to be utilised for this purpose for a long time due to the vastness of the problem of illiteracy in spread-out villages and the teachers' availability at site. A preliminary survey of the adult illiterates, both men and women, should be made and a programme for literacy should be drawn up for both separately. The programme of organising literacy camps and intensive literacy drives requiring concentrated effort in a short period has proved successful. It deserves to be tried on an extensive scale in all the blocks.

16.14. In Etawah, Uttar Pradesh, an attempt is being made to utilise students of Higher Secondary Schools and Colleges, after 15 days' training, in an honorary capacity for this purpose during summer months and the first two months of the academic session. We commend this experiment for the consideration of the State Governments.

16.15. We have also to see that neo-literates do not relapse into illiteracy. For this purpose regular follow up programmes should be worked out and suitable literature produced and provided in the libraries. Community centres, if properly worked, should also help in this follow-up programme.

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\* Fourth Evaluation Report, page 35.

16.16. Films can play a great part in teaching the lessons of citizenship, social responsibility, personal health, public hygiene, etc. Suitable films should be produced and circulating libraries of films should be maintained by the States. Each S. E. O. should have a projector which he should know how to operate himself and should have a regular flow of films from the circulating library to show to the villagers. More radio sets should be provided to villages on subsidised prices. Village leaders should be taken to radio stations to broadcast talks. Similarly, discussions in which villagers participate during rural camps etc. may be recorded and broadcast. This will give self-confidence to the villagers and ensure more enthusiastic cooperation from them.



### 1. General.

Mahatma Gandhi had, during a period of 30 years, put village reconstruction along realistic lines at the very centre of all plans for national reconstruction. He had taught that village reconstruction was nearly the whole of national reconstruction. He did not leave the matter at the stage of the enunciation of the theory, but he also established All-India organisations like the A. I. S. A., the Harijan Sewak Sangh, the A.I.V.I.A., the Hindustani Talimi Sangh, the Kasturba National Memorial Trust, etc., and through them trained a steadily growing army of constructive workers and then put them as whole-time workers into the field, paying them generally maintenance allowances only and then carefully checking up their work from time to time. Today in the implementation of the various schemes of community development, more and more emphasis is laid on non-governmental agencies and workers and on the principle that ultimately people's own local organisations should take over the entire work. It may be, that people's local organisations now contemplated differ in pattern somewhat from those created during Gandhiji's days. But no work that statutory agencies can do can cover the areas which are now touched by institutions like the Harijan Sewak Sangh or the Kasturba Trust. As the years advance, a measure of merger is bound to take place, but important non-official organisations and workers will continue to keep their identities though drawn into closer cooperation and even collaboration with statutory organisations. The Sarva Seva Sangh and its work in the Gramdan areas of Koraput, the Khadi and Village Industries Commission and its Saghan Kshetras, the Sarvodaya blocks in the Bombay State are examples of the new alignments between non-official and Governmental agencies which are already coming to the picture.

### II. The Sarvodaya Scheme : Bombay.

17.2. A decision was taken by the Bombay Government, shortly after the passing away of Gandhiji, to do honour to his memory by the promotion of the various activities included in his constructive programme in a systematic and organised manner in compact groups of villages, selected for the purpose, in the backward areas of the State.

17.3. Each Sarvodaya Centre comprising 30 to 50 villages was sanctioned at the rate of one per district. The total number of

Sarvodaya Centres on the 1st of April 1956 was 29, covering 1,204 villages in 25 districts with an area of over 207 lakh acres. The total population of these villages was 8.2 lakhs.

17.4. To coordinate the activities of the Sarvodaya Centres, a committee known as the State Sarvodaya Committee was set up with the Chief Minister as Chairman with other Ministers, Deputy Ministers, Secretaries connected with Development Departments and some leading non-official workers as members. The Registrar of Cooperative Societies functioned as the Member-Secretary. A Budget Sub-Committee was set up which looked into the assessment of the financial requirements of the various centres with the Minister for Cooperation as the Chairman and with the Deputy Minister for Backward classes and 3 regional members of the State Sarvodaya Committee as members.

17.5. Each Sarvodaya area was placed under the charge of a non-official social worker designated as Sanchalak. He was the Chief Executive Officer, prepared the annual budget for the area, appointed his own staff and was the Chairman of the Sarvodaya Area Committee consisting of 4 to 8 non-official members. This Committee was only advisory in character. District-level Officers helped in carrying out programmes and attended meetings whenever invited to do so.

17.6. Each area or block was manned with one Sanchalak and one Up-Sanchalak, accountants, sub-centre workers, khadi workers, clerks, etc. In some areas there were organisers for cottage industries, agriculture, sanitation and health, an overseer, a *ghani* organiser and a doctor, etc.

17.7. Average expenditure per year per centre over a period of six years was Rs. 38,000.

17.8. The Programme of work was generally as follows:—

- (1) Farming, including improvement in methods of farming and production.
- (2) Village industries and cottage industries.
- (3) Education.
- (4) Sanitation and health plus communications.
- (5) Social welfare with prohibition and cooperation.

17.9. Evidently much depended upon the Sanchalak. He was a person conversant with ideals and methods of the earlier constructive programme under Gandhiji and with considerable experience in village

work. But the block committee was only of an advisory nature. Full responsibility, therefore, did not rest upon the people. It is for consideration, if people's sense of responsibility would not grow and increase by giving these committees fuller powers so that the Sanchalak becomes more and more only the constitutional chairman.

17.10. While, on the one hand, nothing should be done to reduce the usefulness of the moral and personal influence of the Sanchalak, it is necessary to take care on the other hand that, people's participation does not depend all the time on such a personal factor only. The personal factor itself should be pressed into service in developing people's own initiative and responsibility.

17.11. It is important to remember in this connection that the Bombay Sarvodaya Scheme started on the initiative taken by the State Government itself to secure the cooperation of Sarvodaya workers, in such a manner as was acceptable to those who had grown up in the Gandhian tradition of constructive work with its emphasis on character, self-less devotion and on khadi and village industries. It is, therefore, in the nature of a contract entered into willingly by both the Government and the non-officials. We make a few suggestions for the consideration of both the parties in view of the overall plan for rural development with which we are concerned. The following are our suggestions:--

(1) The areas of operation of the existing small Sarvodaya blocks may be extended to cover the whole of an N. E. S. block with such minor adjustments of areas and boundaries as may be found necessary.

(2) Without in any way weakening the emphasis on such items of the Sarvodaya scheme as now receive such emphasis, all the other items of work included under N.E.S. blocks should be taken over by the Sanchalaks thus combining their emphasis with other items of work which have now become unavoidable.

(3) While retaining the administrative set-up in such manner as they would wish to, all the personnel provided under the N. E. S. scheme may be put at the disposal of the Sanchalaks, care being taken to avoid duplication.

(4) It will follow, therefore, that whatever funds are made available under the N. E. S. scheme are put at the disposal of the Sanchalak, care being taken again that no amounts are duplicated under any heading.

(5) The exact form of relationship between the panchayat samiti

and the sponsors of the Sarvodaya scheme could be determined by negotiations between the two. The samiti could authorise the working of the development programme through non-official efforts and determine the nature and extent of assistance to be given by the samiti for the purpose. A mutually acceptable arrangement as between the panchayat samiti and the management of the Sarvodaya scheme should not be difficult.

### III. Saghan Kshetra.

17.12. The Saghan Kshetra scheme was started by the Khadi and Village Industries Commission. There are about 58 pilot projects under this scheme in different States.

17.13. Each Saghan Kshetra was started where there was already a strong tradition of constructive work and also a nucleus of devoted constructive workers. In the first stage, each Saghan Kshetra is dealt with as a pre-intensive block for one year with a sanctioned expenditure of Rs. 4,000. During the pre-intensive stage some preparatory work is done, a few workers are trained, the Kshetra Samiti is registered and some productive work is organised. The Kshetra Samiti is an *ad hoc* body during the first two years, after which an elected one takes its place.

17.14. Each Saghan Kshetra consists of 30 to 40 villages. Every adult in the block who contributes a minimum of 12 days' manual labour for community purposes is registered as a member of the primary body. All such members residing in a village form themselves into a Vikas-Mandal. The Kshetra Samiti consists of one representative elected from each Vikas-Mandal. The Saghan Kshetra, therefore, will have 30 to 40 members who elect a small Yojna Samiti (Planning Committee) which will prepare the plan and execute the same. The Sanchalak and the Up-Sanchalak will assist the Yojna Samiti and the Kshetra Samiti. The Gram Vikas-Mandal is a body consisting of only those adults who have faith in the constructive programme and who contribute at least 12 days' manual labour every year. The Kshetra Samiti is a sponsoring body utilising various services and producing a sense of over-all unity and purpose.

17.15. The total expenditure per year on a Saghan Kshetra is (1) Rs. 12,000 for administration, and (2) Rs. 8,000 for contingencies and other items. For grants and loans the Saghan Kshetra workers take advantage of the various schemes of the Khadi and Village Industries Commission. Generally in each Saghan Kshetra 9 to 11 items of village



and cottage industries are taken. Each such industry gets an out-right grant ranging from Rs. 10,000 to Rs. 20,000 from the Commission. Unlike as in C. D. and N. E. S. Blocks there is no system of matching grants. This is surprising because constructive workers, more than any others, have always emphasised, self-reliance and self-sufficiency. Each Saghan Kshetra also gets upto Rs. 55,000 for building workers' quarters workshops and godowns. There are generally 9 full-time workers in each Saghan Kshetra whose salaries are covered by the grant of Rs. 12,000. There are also a Sanchalak and an Up-Sanchalak who are direct employees of the Commission and whose salaries are not included in the grant. This makes a total of 11 full-time workers.

17.16. In the words of the Chairman of the Khadi and Village Industries Commission, "the fundamental object of the scheme is to re-arrange and re-organise life and activities in a manner that will make for the village economy and of the individual. Attention is paid to the lowest in the social and economic ladder. Only a minimum of aids from outside is contemplated. In its final form, the village plan provides for a diversification of occupation towards the end that varied activities are set in motion to achieve the maximum results in matters such as provision of fuller employment and full utilisation of hitherto un-utilised sources. While in agriculture improved methods are introduced, the surplus man-power is diverted to khadi, village industries and other social services. Success in the working of the plan generates new enthusiasm and strength in the people and makes them self-reliant and self-confident."

17. 17. It will thus be seen that the aim of the Saghan Kshetra scheme is to create total employment and reach out to the lowliest in rural society. Emphasis is, therefore, more on cottage and village industries which next to agriculture can employ the largest number of people. The whole programme of village development is woven round occupations close to the soil and profitable employment. Several other items of village development like improved agriculture, cooperation, basic education, sanitation and health etc., are thus drawn around occupations and employment. This is an approach which is certainly commendable and those engaged in this work should be treated as fellow-travellers in the march towards fuller community development. If the area of a Saghan Kshetra is enlarged to cover the extent of an N. E. S. block, then the way will be cleared for easier coordination for fulfilling the common purpose. Like the Sarvodaya Centres, these will also function as special experiments in community development without working in isolation or contradiction. As in the case of our suggestions regarding the

Bombay Sarvodaya Centres care will have to be taken to avoid duplication either in personnel or in funds.

17.18. Kshetra Samitis can undertake work in development block areas in any of the following ways:—

(1) the workers of the Kshetra Samiti may be utilised as a sort of striking force which will create appropriate atmosphere as well as the machinery required for the purpose of intensive development of cottage and village industries, prepare one block and then move to another contiguous block for similar work; or

(2) they may be in the entire charge of all Gramodyog work in a block or a group of blocks and concentrate their energies upon the development of cottage and village industries in the area assigned to them; or

(3) in the alternative, they may be in charge of all the entire development activities in the block and work on the line suggested above for Sarvodaya workers; or

(4) as in the case of Bombay Sarvodaya blocks, here also appropriate adjustments will clearly become necessary on the establishment of the panchayat samiti. Equally, such arrangements should be feasible though the details may vary.

17.19. To enable the Saghan Kshetra Sanchalak to carry on all the activities included in the programme of a block panchayat, it may be desirable to afford facilities of training Saghan Kshetra workers in different subjects in the training centres of the State meant for workers in the N. E. S. Block.

#### IV. Gramdan

17.20. The Gramdan Movement under the leadership of Acharya Vinobaji is now well-known and the fact that Gramdan villages have greater possibilities for all-round community development than most other areas is also widely recognised.

17.21. Upto August 1957 State-wise numbers of villages given as Gramdan are as follows : Assam 77, Andhra Pradesh 75, Orissa 1847, Uttar Pradesh 12, Kerala 301, West Bengal 8, Bihar 97, Bombay 237, Madras 223, Madhya Pradesh 26, Mysore 15 and Rajasthan 14; totalling 2932 villages.

17.22. Where the owners of most of the land in a village make a

written gift of it to Acharya Vinobaji it is called Gramdan. The land is then placed at the disposal of the whole village which arranges for its most profitable utilisation. Gramdan has two very vital considerations underlying it and these are:—

( 1 ) the landless who are often the poorest and the lowliest in the villages benefit by this movement, because land-owners by renouncing private ownership identify themselves with all others in the village community;

( 2 ) the plan of the development comes directly from the village people themselves.

17. 23. Recently, the question of community development in Gramdan villages was discussed at a Conference in Mysore, representatives of a number of political parties participating. It was then decided that the community development work at present going on should be closely interlinked with the Gramdan movement and to this end, the selection of new block areas including Gramdan villages should be given preference. This was also the decision of the Sixth Development Commissioners' Conference held at Mussourrie. In view of the added facilities which Gramdan villages provide for cooperative farming, cooperative marketing of village produce including that of village industries, consolidation of holdings, utilisation of land for community purposes and the creation of an atmosphere of mutual trust and cooperation, we consider these recommendations are of vital importance.

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## Section 18

## MEASURES FOR ECONOMY, EFFICIENCY AND SPEED

After a complete review of the present position, we have reached the conclusion that there is little scope for any absolute saving for reduction of expenditure in the field of community development. It is not possible to reduce the allotments for staff, grants-in-aid or loans. On the contrary, the existing allotments are inadequate for the urgent need. Community development is a constantly expanding programme and even with rising proportions of local contributions, state expenditure has to keep pace with the expansion of the programme both in area and in variety. In this Section, we will examine certain specific aspects of the pattern of expenditure and individual items and make our recommendations for the purpose of securing a better and more efficient use of the limited resources now available.

18.2. The expenditure on the staff is not identical in any two blocks even though the staffing pattern might be. This is for the obvious reason that two members of the same cadre and holding similar posts might be drawing pay at different stages of the same pay-scale. In some blocks, the expenditure on the staff might be more than the schematic budgets and in some others less. We would, therefore, recommend that the provision for personnel in all the blocks in a State be treated as a pool out of which expenditure on the staff in each block should be met according to actual requirements provided that the necessary complement of staff of all categories is maintained in each block and that the formula for sharing the cost by the State and the Centre is not affected.

18.3. We have observed that in some States a part of the provision for personnel at the block level is spent on the staff at state headquarters. This reduces the already inadequate amount available for expenditure within the block. So far as we are aware, it was never the intention that this allotment which is shared by the State and the Centre should be used for any purpose other than for expenditure on block level staff. We would recommend that these funds should in no case be spent outside the block.

18.4 In one State, almost the entire funds intended for public health and sanitation in a community development block have been used for taking over a hospital run by a municipality. In another, an X-Ray plant and other amenities were provided for the hospital at the district headquarters outside the block on the ground that it also benefited the population of the block. In yet another case, an amount of Rs. 60,000

was spent out of the block allotments for the construction of an educational museum at the district headquarters. No project located outside the block should be financed out of the block funds and we recommend that no scheme involving such a large expenditure should be undertaken excepting when it is essential and unavoidable.

18.5. In several blocks we have noticed a tendency to concentrate the effort and funds on a few villages; in one case Rs. 1,70,000 were spent on one single village. This is obviously contrary to the entire scheme of community development. Such cases arise partly out of local pulls and pressures and partly out of a wrong approach on the part of our workers. Local development is not for the edification of visitors from outside, but for the benefit of local people; to create a show-piece is not its objective, but to develop the area as a whole.

18.6. We have similarly observed a tendency for concentrating on a few big items instead of building up a balanced programme in each sector. Thus, in one case Rs. 90,000 out of the provision for education in a block was sanctioned as a grant-in-aid for the construction of a building for a single high school and an amount of Rs. 1,40,000 available for the amenities programme in another block was used up on the construction of a concrete track. In yet another case, almost the entire funds available for irrigation and reclamation had been sanctioned for the construction of one or two dams benefiting only a limited number of big land-owners. The objection here is not so much to spending large amounts on a few items, but to the small number of persons benefited. All big schemes should, therefore, be examined from this point of view, particularly, if they are schemes with local assistance.

18.7. In some areas, grants-in-aid given on the basis of local participation have really met almost the entire cost of the schemes. Either the scale of Government contribution has been excessively high or no safeguards have been provided against inflated estimates. We recommend that the small provision for grants-in-aid should be used for the purpose for which they were intended, namely, to act as a lever for building up self-reliance amongst the people. The percentage of people's contribution for a particular type of work should gradually increase as the community development programme progresses. Instead, in many areas self-reliance appears to melt away as soon as the state-sponsored schemes have been executed and no new ones are sanctioned. The contributory principle should be applied to as many programmes as possible and the people's contribution should be in keeping with the requirements for encouraging self-help. Children's parks constructed at 100 per cent Government cost, as we no-

ticed in one area, did not survive long as the people thought of them as belonging to 'Government' and did not care even to maintain them. People put their hearts where their money is involved. This principle already recognised in local development works should be universal in all areas.

18.8. Grants-in-aid should also be used as a means for emphasising the priorities of the programme and for encouraging ventures of a productive nature. We recommend that about 50 per cent. of the grants-in-aid in each block should be spent on productive purposes such as soil conservation work, plant protection, green manuring, irrigation works etc., the remaining 50 per cent being spent on amenities. The limit of 50 per cent is only suggestive and may be varied by the States for different areas according to local conditions.

18.9. We have mentioned that the present arrangements for provision of agricultural credit at reasonable rates is unsatisfactory and that adequate credit is not available. But we found exceptions to this. Credit can be too easy resulting in overlending and low recovery. In one area, where we examined this question in great detail, out of Rs. 19,90,000 advanced from the project funds, only Rs. 90,000 had so far been recovered out of Rs. 8.5 lakhs overdue. The loans in kind in the form of fertilisers had been issued so indiscriminately that the borrowers resold the fertilisers at Rs. 20 per bag whereas the Government rate was Rs. 34-6-0 per bag. The borrowers, apparently felt that these loans were not to be repaid; equally the lending agencies, interested in showing high figures of disbursement did not appear to realise that these loans had to be recovered and accounts kept with the same care as the normal ~~taccavi~~ loans. We also felt that there was not adequate coordination between the lending agency and the recovering agency. This requires urgent attention of the State Government.

18.10. Delay in the sanction of schemes, lack of detailed planning and uncoordinated action between departments lead to heavy expenditure, especially in the closing months of the financial year or of the project period. In one state, we noticed an expenditure of Rs. 1,70,000 incurred on the construction of urinals attached to schools during the last three months of the project period; we were not satisfied that there was real matching contribution from the local people. In another state, a payment of Rs. 90,000 was made to the managing committee of a Girls' High School for the construction of a school building even before the work had made substantial progress. There has also been a case where to avoid lapse of a provision in the budget, a substantial amount was drawn by the

Block Development Officer from out of the treasury and kept in a safe from where it was later stolen much to the embarrassment of the B. D. O; he had already shown it in the registers as having been spent. The reasons for all these irregularities and rush of expenditure towards the close of the financial year are the delay in the issue of sanctions, the apprehension that funds once surrendered would not be available during the following year and undue emphasis placed on the figures of expenditure as a measure of the degree of the progress. We recommend that, as far as possible, the provision for grants-in-aid should be non-lapseable at all levels.

18.11. Avoidable expenditure is waste. Expenditure on buildings has been unnecessarily heavy in certain areas. Apart from being waste, it has an unfavourable effect upon the people's minds and widens the gulf between the people and the people in charge of the development programme. The standard and the size of the buildings should be such as is in consonance with the rural conditions. We noticed that the cost of an office building in a certain block was as high as Rs. 40,000. Another source of waste in our works programme is the unduly long time taken in the completion of the projects. There have been cases where the office building and staff quarters as also the institutional buildings have not been completed, sometimes not even started, during the entire project period of three years. Sometimes, grants-in-aid are sanctioned without ensuring that the people's contribution is actually available. Sometimes, proper planning is lacking and technical guidance not available. Use of local material and local labour should always be insisted upon both for the purpose of economy as also for assisting the community for whose ultimate benefit the building is being built. We have observed in Section 6 that there is generally a lack of adequate provision for maintenance of the works and institutions built with local contribution in labour, kind and cash. Sometimes, these institutions had to be closed down for lack of such provision. This is one method of spending the public funds wrongly.

18.12. During our visits to some states, it came to our notice that items of imported equipment could not be utilized because they will not be suitable for use under conditions prevailing in the area. Among such items were heavy grain threshers, heavy tractors, X-Ray sets operating on frequencies not in vogue in our country, etc. We recommend that the State Governments concerned as also the Central Ministries should institute detailed enquiries into all these cases at least to avoid future waste.

18.13 Sometimes, equipment is put to improper use; the generator

intended for the mobile projector is being used in some areas to electrify the guest house on the occasion of a V. I. P's visit. Such V. I. P's visit should not be an occasion for unnecessary ostentation, especially when we are attempting to persuade the farmer that he should spend less on his daughter's wedding and on his father's *Shradh*.

18.14. We have heard in many areas the complaint that jeeps intended for development work in block areas are often misused inside and outside the blocks. Apart from these allegations of misuse, which have a sad effect upon the local population, we consider that the use of the jeeps is not merely unnecessary but has adverse effect upon the entire official machinery working in community development block. The jeep is useful for reaching the farthest village. Equally, it is intended for rapid movement. The result is that visits to the villages, even for the junior-most officers, become affairs of a few minutes rather than the work of a few days. We have already pointed out in Section 5 the need for detailed and long inspections. The jeep, in actual practice, prevents them. We, therefore, recommend that all jeeps should be withdrawn from the blocks. The only exception perhaps can be a jeep for the Mukhya Sewika.

18.15. Seminars and periodical conferences have their uses. But we find that the decisions arrived at and the recommendations made by many of these are rarely followed up, thereby detracting from the utility of these meetings. We have also noticed that some of these are held with considerable pomp, not merely unnecessary but undesirable. Many of them are too large to be genuinely useful and there is a general feeling that they are too frequent. These points need remedial action by State and Central Governments.

18.16. In a number of blocks visited by us, the local people as well as the local officials mentioned that as there was a tendency for too frequent visits by outsiders, some of these blocks are displayed as show-pieces for foreign dignitaries as also for V. I. Ps, both from the Centre and the States. We were told that such frequent visits absorb a very considerable part of the working hours of the block and village staff and also gradually induce in the local people a feeling of amused disbelief in our assertion that community development is primarily their concern.

18.17. The publication of numerous periodicals, brochures and manuals by the Community Development Ministry and other Central Ministries needs careful examination. We have already pointed out that there is a considerable amount of lack of coordination in these publications. Here, we would stress the criticism which we have heard very frequently that



there are too many similar publications printed on expensive paper with unnecessary pictures and a number of articles irrelevant to the purpose for which the periodicals are published. These criticisms are, we fear, generally justified. Here again, it is not merely the question of the waste of money which is involved but also the adverse impression created amongst the people in the community development blocks. We would urge that all these matters should be examined very rapidly and suitable action taken in the interest of economy and efficiency.

18.18. During the past five years the community development programme has, in its pre-intensive or intensive stage, covered nearly a third of the countryside. People in these areas have become keenly aware of their rights to the amenities which a Welfare State can offer them. A section of them, however small, has also begun to take a live interest in the development activities, especially in the field of agriculture. Admittedly, this interest is still far from assuming significant proportions. We have, in our visits to the various blocks, perceived that the village people are no longer satisfied with their existing economic and social condition in rural areas. Instead of the old placidity, they are gradually developing a more active attitude to these matters. We have every hope that with proper guidance and appropriate assistance they should realise in a full measure the benefits of community development in all its aspects. The changes in approach, emphasis and priorities which we have suggested, the decentralisation of responsibility and power, the changes in administrative pattern, the modification in the current practices or the introduction or emphasis on others in agriculture, rural industry, etc., should, in our opinion, help our rural population appreciate that development alone can lead to amenities.

Balvantray G. Mehta, *Leader*

R. K. Trivedi,  
*Joint Secretary,*

Shankar Dayal Sharma, *Member*

\*B. G. Rao, *Member*

Phool Singh, *Member*

New Delhi  
November 24, 1957.

G. Ramachandran, *Member*

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\* Subject to a minute of dissent.

\*\* Shri D. P. Singh, Member-Secretary, had to leave India before the final draft of Report was ready. We regret that they could not sign it.

### **Minute of Dissent by Shri B. G. Rao**

I have been unable to agree with my colleagues on three points : the appointment of the Gram Sewak as the development secretary either of the village panchayat or of the committee of village panchayats within his circle, the organisation at the centre coordinating the various community development activities in the country and the field organisation for Social Education. As I consider them fundamental to our study of the problems of community development and the terms of reference, I am appending to the report this minute of dissent.

#### **A**

2. We have recognised that our recommendations regarding the functions to be allotted to Gram Sewak may lead to the Gram Sewak becoming more a service agency and correspondingly less an extension worker. Equally, we cannot ignore the fact that even now the tendency of the Gram Sewak is to prefer desk work to field work. His appointment as development secretary of the panchayat or the group of panchayats will inevitably emphasise this tendency. It is true that we have suggested that care should be taken to ensure that he should not, in his capacity as development secretary, be burdened with any office work. This suggestion, I fear, will remain little more than a pious wish. Numerous letters will be received by the panchayat or by the group of panchayats in regard to development matters. These letters will have to be read, placed before the panchayat or the committee, action taken and reports sent either to the block development officer or to the chief executive officer of the panchayat samiti. It is obvious that all this work can and will be done by the development secretary of the panchayat, as we do not contemplate that he will merely issue orders to someone else to do this work. In effect, therefore, he will perforce have to deal with a fairly large volume of correspondence; the wider the field of developmental activities, the larger will be the volume of this desk work. Gradually, the Gram Sewak will cease to be primarily an extension worker; he may even have to devote less attention to his functions as a service agency. He will be at the village level a miniature 'head of a department', who will, irrespective of our intentions, be tied down to his desk for the major part of the day. I am, therefore, unable to agree to this method of establishing an organic link between the Gram Sewak and the village panchayat.

3. This link could be equally organic and effective but less deleterious to the field work of the Gram Sewak if we arrange that he attends all meetings of the village panchayats and discusses with them his activi-

ties during the current month and his programme for the next month. He need not be a member of the panchayat for this purpose or, if he be a member, he need not have the right to vote. All that we need is that there should be close contact between the village panchayat and the Gram Sewak; and that such contact should not bring with it any responsibility, direct or indirect, for any office work. These two requisites are secured by the suggestion which I have made.

## B

4. The Ministry of Community Development deals with all development programmes directly affecting rural areas. But its primary functions already lie within the ambit of Central Ministries of Agriculture, Irrigation, Health, Transport, Education and Industries. On all matters pertaining to these subjects the policy decisions, when taken at the Centre, are invariably taken by the Ministry concerned. But often programmes are approved, funds sanctioned and instructions issued to the States on the same subject both by the Ministry concerned and by the Ministry of Community Development. Even in policy, there seems to develop a wide chasm between them. For instance, the Development Commissioners' Conference, held at Mussorie in April 1957, prescribed a variety of functions for the Social Education Organiser. The relevant recommendation of the conference has been accepted by the Ministry. On the other hand, the Ministry of Education feels that many of these functions should never be assigned to him, e. g., panchayat work. There is, thus, between the various Ministries and the Ministry of Community Development often overlapping and duplication of functions, sometimes lack of coordination and always the possibility of contrary action. The existence, within the Community Projects Administration and now in the Community Development Ministry, of separate technical advisers merely increases this possibility.

5. Even before the creation of the Ministry while the Community Projects Administration was functioning as part of the Planning Commission, this overlapping and lack of coordination was perceived. And, therefore, every opportunity was taken to stress the fact that the Community Projects Administration was merely a "messenger boy" organisation with no power of taking policy decisions, but only intended for rapid and effective coordination between the programmes of the different Ministries for the purpose of securing the maximum volume of rural development within the funds and the time available. The conversion of the Community Projects Administration into a Ministry has not fundamentally changed this relationship nor created nor demarcated fields in which the Ministry can take any policy decisions.

6. I have examined with some care the distribution of work amongst the senior officers of this Ministry and have found little that cannot be appropriately and usefully reallotted to the Ministry concerned. After such reallotment, all that will be left over for the Community Development Ministry is the responsibility for the training of Block Development Officers, inspection of the work in the blocks and its own establishment. The training of the Social Education Organiser should, in the opinion of the Ministry of Education, be the direct concern of that Ministry rather than any other organisation at the Centre. The training programmes of this Block Development Officers should obviously be handled by the States concerned. I feel that the time has come to coordinate and link the programme more closely with the programme for training administrative officers belonging to the all-India and State cadres. This can best be done by the Ministry of Home Affairs. As for inspections, those which are now carried out by the technical advisers, can be carried out by the technical officers of the Ministry concerned. This should be so, especially with opening of the extension wings in the various Ministries. All that would then be left over for this Ministry is its own establishment work.

7. It has been suggested at different times that the Ministry of Community Development, because it has no policy work assigned to it, should take over the work dealing with cooperation and panchayat. I am unable to endorse this view. Not merely under the Constitution but also in actual practice these two subjects are and should be the sole and complete responsibility of the State Governments and local organisations below them. This would also be in consonance with our own recommendations in Section 3 of the Report. And, I find no work which a Central Ministry can perform in either of these fields without inviting the criticism of encroachment upon the State's functions and, what is more important, seriously crippling the initiative of the States and the local self-governing bodies or the cooperative organisations. The activities of a Central Ministry in these fields will, however well-intentioned, be directly contrary to the process of genuine democratic decentralisation which we have urged. We have indicated in Section 2 that the control over panchayat should be exercised by the next higher local self-governing body or appropriately constituted zila parishads and that the State Government should have no direct dealings with them except at the highest tier. For their proper development, it may be useful to allow and encourage them to form themselves into State federations and the latter again into all-India federations. But these should be purely non-Governmental organisations of which representatives of the Government should under no circumstances be office bearers.

8. The conversion of the Community Projects Administration into a Ministry has not, in my opinion, resulted in any perceptible usefulness so far as rural development work is concerned; rather, it can justifiably attract the criticism that it has merely resulted in the increase in the number of officers at the higher level. I see no demonstrable advantage nor justification for the existence of a separate Ministry of Community Development, and recommend that it be abolished as being not merely unnecessary and wasteful but also likely to lead to a lack of coordination and blurring of responsibilities.

9. It should be clear from these observations that I recommend no reversion to the former arrangement when a vast Community Development Administration functioned at the Centre. Whatever might have been the utility of such an Administration at that time, we have now clearly reached a stage where the continuance either of a Ministry or of the Administration would be unnecessary and unjustified. It will, however, be essential to maintain a division within the Planning Commission to watch the progress of the different activities in the field of community development and ensure that these activities are properly coordinated. This coordination, in my opinion, can be best secured under the guidance of the Deputy Chairman of the Planning Commission.

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10. The main objectives of social education are 'to create a new outlook, new values and new attitudes on the part of the people, to impart new ideas and new skills, to energise people's organisations for group action, to provide healthy recreation, to give an impetus to the entire development programme by enlisting people's participation and to build up local leadership'. While I subscribe to the need for doing all these things, I find it difficult to envisage that they can be done by any separate and specific organisation. They can, in my opinion, flow only from constant contact between the block-level extension officers and the Gram Sewak on the one hand, and the people on the other. To introduce any other State agency, either working independently or as a liaison between the official workers and the people is, in my opinion, a wrong approach to the problem. A Gram Sewak whose aptitude, inclinations and training are in the right direction, and an extension officer properly attuned to the villagers' outlook on the one hand and the scientific attitude on the other, would be the only persons who can either change the sense of values or impart new ideas or enlist people's interest and enthusiasm in any development work. As for the building up of local leadership, I am afraid that it has been conceived and attempted on wrong lines. The leaders in a democratic country grow and are not grown. Village lead-

ers nominated or 'discovered' by an external agency would really not be effective and such leadership can never be democratic.

11. From these conclusions flows my recommendation that the Social Education Organiser is not an essential part of the community development organisation. A number of persons, both official and non-official, have expressed their feelings fairly clearly in support of this view. Some of them have said that if a Social Education Organiser is necessary, that will be at a much later date when development, as distinct from welfare, has made satisfactory headway. In the meantime, it has been suggested that the funds now spent on their training can be usefully applied to a more immediate need, viz. training and employing more agricultural extension officers. It is widely held that one agricultural extension officer is really inadequate to deal with between 7,000 and 14,000 families. It will have to be examined whether at least the larger blocks in the States do not need two agricultural extension officers straightaway. The employment of such extra officers should be possible by a wise curtailment, if not complete abolition, of the Social Education Organiser's cadre.

12. In regard to the women Social Education Organisers, I believe even the Ministry of Community Development has realised that her role has been misconceived and her usefulness greatly limited. Our recommendation for the complete integration of the machinery now operating on behalf of the Central Social Welfare Board and the Ministry of Community Development should make it unnecessary to have a separate women Social Education Organiser and I am of the opinion that we should abolish the post as soon as our recommendation in Section 7 is given effect to.

New Delhi,  
The 24th November, 1957.

B.G. Rao

## **Summary of the Recommendations**

Sl. Ref. to  
No. Para No.

### **Introduction**

1. 7 In addition to evaluation by Programme Evaluation Organisation, another body should make a review, after every few years, of the progress made and problems encountered, and advise on future lines of action in connection with the community development programme.

### **Section 1**

#### **Concept and Approach**

2. 1.8 The emphasis should shift without delay to the more demanding aspects of economic development and the priorities as between the different activities should be: supply of drinking water, improvement of agriculture and animal husbandry, cooperative activities, rural industries and health, followed by all others.

### **Section 2**

#### **Democratic Decentralisation**

3. 2.8 The Government should divest itself completely of certain duties and responsibilities and devolve them to a body which will have the entire charge of all development work within its jurisdiction, reserving to itself only the functions of guidance, supervision and higher planning.
4. 2.12 At the block level, an elected self-governing institution should be set up with its jurisdiction co-existent with a development block.
5. 2.15 The panchayat samiti should be constituted by indirect elections from the village panchayats.
6. 2.16 Each of the municipalities lying as enclaves within the jurisdiction of a block should elect from amongst its own members one person as a member of the panchayat samiti. Secondly, State Governments may

convert predominantly rural municipalities into panchayats.

7.     2.17     Where the extent and importance of the local cooperative organisations in a block justify, a number of  
           and     2.18     seats equal to 10% of the number of elected seats  
                   be filled by the representatives of directors of co-operatives, either by co-option or by election. Secondly, the samiti should have a life of 5 years and it should come into being sometime in the third year of the five-Year Plan period.
  
8.     2.19     The functions of the panchayat samiti should cover  
           and     2.20     the development of agriculture in all its aspects, improvement of cattle, promotion of local industries, public health, welfare work, administration of primary schools and collection and maintenance of statistics. It should also act as an agent of the State Government in executing special schemes of development entrusted to it. Other functions should be transferred to the panchayat samitis only when they have started functioning as efficient democratic institutions.
  
9.     2.21     The following sources of income be assigned to the panchayat samiti :
  - (i) Percentage of land revenue collected within the block.
  - (ii) Cess on land revenue, etc.
  - (iii) Tax on professions, etc.
  - (iv) Surcharge of duty on transfer of immovable property.
  - (v) Rent and profit accruing from property.
  - (vi) Net proceeds of tolls and leases.
  - (vii) Pilgrim tax, tax on entertainment, primary education cess, proceeds from fairs and markets.
  - (viii) Share of motor vehicle tax.
  - (ix) Voluntary public contributions.
  - (x) Grants made by the Government.
  
10.    2.21     The State Government should give to these samitis adequate grants-in-aid conditionally or unconditionally or on a matching basis, with due regard to economically backward areas.



11. 2.22 All Central and State funds spent in a block area should invariably be assigned to the panchayat samiti to be spent by it directly or indirectly excepting when the samiti recommends direct assistance to an institution.
12. 2.25 The technical officers of the samiti should be under the technical control of the corresponding district level officers but under the administrative and operational control of its chief administrative officer.
13. 2.25 The annual budget of the samiti should be approved by the zila parishad.
14. 2.26 A certain amount of control should inevitably be retained by the Government, e. g., the power of superseding a panchayat samiti in public interest.
15. 2.28 The constitution of the panchayat should be purely on an elective basis with the provision for the co-option of two women members and one member each from the Scheduled Castes and Scheduled Tribes. No other special groups need be given special representation.
16. 2.29 Main resources of income of the panchayat will be property or house tax, tax on markets and vehicles, octroi or terminal tax, conservancy tax, water and lighting rate, income from cattle ponds, grants from the panchayat samiti and fees charged from the registration of animals sold, etc.
17. 2.30 The village panchayats should be used as the agency for the collection of land revenue and be paid a commission. For this purpose the panchayat may be graded on the basis of their performance in the administrative and development field, and only those which satisfy a certain basic minimum efficiency will be invested with this power.
18. 2.30 The village panchayats should be entitled to receive from the panchayat samiti a statutorily prescribed share, up to three-fourths of the net land revenue assigned to the latter.
19. 2.31 Local resources now raised by the village panchayats and spent on the maintenance of watch and ward staff should, in future, be used for development purposes.
20. 2.32 Legislation should provide that a person who has not paid his taxes in penultimate year should be debarred

from exercising his franchise in the next panchayat election and that a panchayat member should automatically cease to be such if his tax is in arrears for more than six months.

21. 2.33 The budget of the village panchayat will be subject to scrutiny and approval of the panchayat samiti, chief officer of which will exercise the same power in regard to the village panchayat as the collector will in regard to the panchayat samiti. No village panchayat should, however, be superseded except by the State Government who will do so only on the recommendation of the zila parishad.
22. 2.34 The compulsory duties of the village panchayats should include among others provision of water supply, sanitation, lighting, maintenance of roads, land management, collection and maintenance of records and other statistics and the welfare of backward classes. It will also act as an agent of the panchayat samiti in executing any scheme entrusted to it.
23. 2.37 The judicial panchayat may have much larger jurisdiction than even a Gram Sewak's circle, and out of the panel suggested by village panchayats the sub-divisional or district magistrate may select persons to form judicial panchayats.
24. 2.38 To ensure necessary coordination between the panchayat samitis, a zila parishad should be constituted consisting of the presidents of these samitis, M. L. As and M. Ps representing the area and the district level officers. The collector will be its chairman and one of his officers will act as secretary.
25. 2.46 If this experiment of democratic decentralisation is to yield maximum results, it is necessary that all the three tiers of the scheme, viz., village panchayat, panchayat samiti and zila parishad should be started at the same time and operated simultaneously in the whole district.
26. 2.47 Persons elected or aspiring to be elected to local bodies should be provided with some training in administrative matters so that they are equipped with a certain minimum of knowledge of this machinery which is growing more and more complex.

27. 2.48 Some of the States consider it advisable to devolve power to a local body at the district level. While the block is the optimum unit for the purpose, similar devolution to a district body may take place instead, provided that

(a) such a district body is fully empowered by Statute on the same lines as the panchayat samiti, though on a correspondingly larger scale;

(b) the appropriate funds, powers of taxation, requisite field staff, and supervisory staff at the district headquarters are made available on the same lines as for the panchayat samiti;

(c) in the blocks selected for development programme, panchayat samitis are constituted to carry out as agents of the district body all other development activities proposed for that area by the district body, and all funds meant to be spent in the block are transferred to the panchayat samitis;

(d) the district body operate directly only in non-panchayat samiti areas or in matters of inter-block and district level activities and institutions; and

(e) the district body is so constituted on a purely elected basis that the former does not become too large to be effective as an instrument for rural development.

(f) If feasible, similar arrangements can also be worked out in the alternative to devolve power to a body with a sub-division of the district for its jurisdiction.

### Section 3

#### Methods of Work : Programme Planning

28. 3.1 In the planning and execution of the C. D. programme, while the states have got to lay down the broad objectives, the general pattern and the measure of financial, technical and supervisory assistance available, it is for the people's local representatives assisted by the development staff to work out and execute the details of the plan. The joint responsibility for fixation of targets should be clearly defined but interlinked.
29. 3.2 The broad distribution of the budget provision should

be prescribed by the Centre. Within this pattern each State should evolve its own schematic budget, in consultation with Central Ministries.

30. 3.2 The district and the block level local representative organisations should work out priorities and phasing within the frame-work prescribed, subject to certain guiding principles and restrictions.
31. 3.3 All schemes sponsored by different departments in addition to those under the block budget, and financed out of state funds, including loans, and/or people's contributions, should be integrated with the block budget schemes at all levels and an integrated plan for the entire state should be evolved.
32. 3.3 Within the block, the panchayat samiti or the block advisory committee should break the integrated plan into smaller units, e. g., Gram Sewak circles, villages and families.
33. 3.4 This process of plan-making and its annual revision should begin in September and end in February to enable finalisation of the plan by March.
34. 3.5 The serious cause of dislocation and consequent wastage in the works has been attributed to delay in sanction of funds. Various possibilities have been suggested, viz., (i) budgetary year should commence on 1st October, (ii) work on continuing schemes should not be held up for want of financial sanctions and (iii) the sanctions should be communicated within a reasonable time of passing of budget. Some of these suggestions have been examined before. In view of the importance of the matter an immediate re-examination of the problem is recommended.
35. 3.6 All the blocks in each State should be clearly demarcated, and the sequence and the year of introduction of the block prescribed on the basis of administrative convenience.
36. 3.7 and 3.8 The present system of dividing the community development programme into three phases of N.E.S., I.D. and P.I.D. leads to two-fold waste and frustration on account of the non-availability of resources during the N.E.S. and P.I.D. stages. This distinction should be replaced by a continuing programme of 6 years,

the unspent funds of each year being carried forward to the following year within certain limits.

37. 3.9 The original budget ceiling of Rs. 15 lakhs should be restored.
38. 3.10 The first phase of six years should be followed by the second phase of six years with a budget ceiling of Rs. 5.5 lakhs.
39. 3.12 In view of limited financial resources, shortage of technical personnel and of supervisory staff, the decision to cover the entire country with blocks during the Second Plan period should be revised and the date extended by at least three years.

#### Section 4

##### Coordination at the Centre and between the Centre and the States

40. 4.2 In subjects assigned to the States, the activities of the Central Government should be confined to assisting the State Governments with finances, coordinating research at the highest level, advanced training, organisation and control of such inter-state institutions as the states cannot themselves establish, and to evolving, in consultation with the states, a common national policy consonant with the various Five Year Plans.
41. 4.2 Where the Central Government desires to introduce any new scheme on a country-wide basis, it would be correct to advise the states only on the broad lines of the scheme and allow them to work it out with necessary modifications.
42. 4.3 Research schemes should not merely be appropriately coordinated but mainly worked out by the states, leaving to the Central Ministries the role of helpful adviser.
43. 4.4 In the fields of activity which the Constitution has assigned exclusively to the states, the Central Government should not merely not operate directly but should not concern itself with details of a purely local nature.
44. 4.4 In fields where the states and the Centre can exercise concurrent jurisdiction, the State Government should function alone, either in its own right or as the agent of the Centre, with wide discretion in regard to the administrative details.

45. 4.6 The fact that the Constitution has left to the State Governments very inelastic sources of revenue should not be construed to vest in the Centre the right to issue to the states directives in regard to the minutest details of any scheme for Central assistance as a condition precedent to such sanction.
46. 4.7 The Planning Commission and the Central Ministries, dealing with rural development, should evolve a procedure whereby once a scheme is included in the Plan, it should not need further detailed examination in a Central Ministry unless fresh and unforeseeable circumstances have developed.
47. 4.8 It is essential to allow State Governments a large measure of discretion in details like fixation of pay-scales of personnel, designs of buildings, etc.
48. 4.10 Whatever work the Central Government is to perform in the fields of rural development should be performed by the Ministry concerned and the Community Development Ministry should only coordinate the activities in the block areas.
49. 4.10 Cooperation and rural self-governing institutions which are not receiving adequate attention in the Ministries concerned and which are closely connected with the programme of Community Development should be brought under the Ministry which deals with the coordination of rural development activities all over the country, namely the Ministry of Community Development.

### Section 5

#### Administrative Pattern - Coordination within the State

50. 5.2 The area of operation of the Gram Sewak should be  
7.19 reduced and the number of Gram Sewaks per block  
and 2.12 increased to about 20 per block.
51. 5.2 The financial implications of increasing the number of Gram Sewaks should be limited by pooling the staff working in the different fields of development and assigning their duties and functions to the Gram Sewak within his reduced charge.
52. 5.3 With the limited funds and scanty trained personnel available, pooling is the only effective answer to the requirements of community development programme.

With increasing resources in due course, specialised service agencies may be provided.

53. 5.4 and 5.10 A Gram Sewak should not be placed in charge of an area with a population exceeding 800 families or 4000 persons. For very sparsely populated areas, the figures would be necessarily smaller.
54. 5.6 All field workers at a level below the block in the departments of Agriculture, Harijan and Tribal Welfare etc. should be merged with the Gram Sewaks, the additional cost of scheme being shared between the States and the Centre on a mutually-agreed basis.
55. 5.7 A closer link should be established between the Gram Sewak and the village panchayat immediately. As development secretary of the village panchayat, the Gram Sewak should submit his progress reports to the village panchayat at the time of each monthly meeting and the latter should forward its comments to the Block Development Officer.
56. 5.8 Apart from appropriate training and competent direction, reasonable attractive conditions of service and adequate incentives should be provided to the Gram Sewak in the interest of efficiency.
57. 5.8 The B. D. O. should invariably consult all the extension officers before recording his remarks on the annual assessment of the Gram Sewak's work.
58. 5.10 An extension officer cannot normally deal with more than 20 Gram Sewaks.
59. 5.10 In future demarcations, all relevant factors such as topography, density of population, its stage of development and communications, should be borne in mind together with the possibility of making the block co-extensive with an existing administrative unit provided that its size does not become excessively large.
60. 5.10 The block should have its headquarters located as centrally as existing facilities of communication would permit.
61. 5.11 As far as possible, the block should be treated as administrative unit of all development departments with one unified set up. The expenditure under con-

munity development schemes should be integrated with the normal development expenditure in the block and the budget of all development departments in the district split up block-wise.

62. 5.12 Coordination of the extension officers' work through the B. D. O. as captain of the team is essential without centralisation or erection of 'road blocks' between the E.Os and their departmental superiors at the district level.
63. 5.12 In the interest of effective coordination the district collector should invariably consult members of his team at the district level at the time of recording his annual observations on the work of the B. D. O.
64. 5.13 The block development officer should invariably hold a gazetted rank and should be the drawing and disbursing officer in respect of all the block area budgets of all the development departments.
65. 5.14 At the block level, the staffing pattern of the government departments and the staffing pattern of the local bodies should not overlap functionally.
66. 5.15 The staff dealing with the works programme relating to irrigation, housing and communications etc. borne on the community development budget should be treated as a net addition to the cadres of the Irrigation and P. W. Departments which can then redistribute their jurisdictions in units of complete blocks.
67. 5.16 The junior administrative cadre should be enlarged to include all block development officers to ensure that at least 75% of this cadre is recruited directly by open competitive examination and provide that 25% of the cadre can be filled by promotion from various junior cadres such as officers of the cooperative, panchayat and revenue departments and the Social Education Officers' cadre wherever it is not merged in any Education Department cadre.
68. 5.16 Officers recruited directly to the Revenue Deptt. from the open market should be posted as block development officers after initial training and before they have spent more than two or three years in the department,
69. 5.17 In certain States the revenue officer, known as tehsildar or mamlatdar is also the Block Development Officer.



- 2.12 This arrangement seems to have serious drawbacks, viz., the block is too large, the officer over-worked and the officers as recruited at present unsuitable for development work. These defects should be removed if the two functions are to be combined in one functionary.

The block should not have more than 20 circles, each circle not exceeding 4000 population.

In the early stage of community development the compulsory revenue power of such an officer should be transferred to the sub-division or prant officers.

70. 5.18 The combination of development activities with revenue activities below the block level is definitely injurious. The talati or the village accountant may work as joint secretary of the village panchayat without any development functions; the Gram Sewak as development secretary without revenue functions and office work.
71. 5.19 The most useful arrangement for associating the S. D. O. with development work would be to give him supervisory control over the block development officers under him and to delegate to him some of the powers now vested exclusively in the collector. The sub-divisional officer should be able to concentrate on the human and organisational aspects of the programme including arrangements for supplies and equipment.
72. 5.20 At the district level, the collector should be the captain of the team of officers of all development departments for securing necessary coordination and cooperation.
73. 5.20 Wherever the collector is not empowered to make the annual assessment of the work of the departmental officers in regard to their cooperation with other departments, their speed in work, their dealings with the people and their reputation for integrity, he should be invested with such powers.
74. 5.20 The collector should be provided with a whole time additional collector to relieve him of the general administrative duties so that he can himself, as far as possible, function and be designated as the district development officer. The actual distribution of work should be left to the collector himself,

75. 5.20 In all matters requiring coordinated action by more than one department, the collector should receive copies of all important communications.
76. 5.20 The collector should also be asked to forward his comments on the annual report of each district development department and will, no doubt, utilise this material for the compilation of the annual administration report of the district on community development.
77. 5.21 Wherever the system of commissioners operates, the commissioner should also function as a coordinating officer on lines similar to those suggested for the collector.
78. 5.21 The regional officers should be delegated the maximum powers and responsibility and only the more important matters should be decided at the state headquarters.
79. 5.22 So far as community development work is concerned, inspections have to be more thorough and thereby more fruitful than they now generally are. This will lead to several advantages as quoted by us.
80. 5.23 Copies of progress reports submitted by the heads of departments to Government should be endorsed to development commissioner, who should prepare a quarterly review for the State as a whole in the entire sphere of planning and development.
81. 5.24 A coordination board consisting of heads and secretaries of all development departments as members and the development commissioner as the chairman, should be constituted in the states in which it does not exist. It should meet periodically to review progress, resolve difficulties and decide the details of ensuring month's programme. This board should not be merely advisory. Its suggestions and recommendations should be circulated in extracts for compliance by the field staff.
82. 5.25 Wherever the chief secretary is also ex-officio development commissioner, he should either be relieved of a large volume of his normal work of general administration or should be assisted by an additional development commissioner of high seniority in the cadre, who can also be designated ex-officio additional chief secretary.

83. 5.26 In the interest of maximum possible coordination, the development commissioner should also be the planning secretary.
84. 5.26 The development department, as a coordinating department functions most effectively under the Chief Minister, who may, where necessary, be assisted by a Minister mainly concerned with planning and coordination.

### Section 6

#### People's Participation in Community Works

85. 6.2 A uniform and realistic method of assessment of public contribution in community works should be to calculate the value of labour and material on the basis of P. W. D. rates.
- 6.3
86. 6.3 Financial contributions made by local bodies should be included in the total value of people's participation, but any part of government grant must be excluded.
87. 6.6 Public participation in community works should be organised through statutory representative bodies which should also take over the maintenance of these works.

### Section 7

#### Work among Women and Children

88. 7.3 The work of women welfare should be directed from one point alone and one general policy adopted and followed. Complete responsibility needs to be vested with the States, the Centre functioning as the advisory, coordinating and financing agency.
89. 7.7 Suitable smokeless chulhas need to be designed for different areas instead of one type all over the country.
90. 7.7 Training centres of Gram Sewikas should stress less on theory of sanitation than on its actual practices, personal and environmental cleanliness being drilled in their daily lives at the centres.
91. 7.8 The care of the cow, the kitchen garden and poultry keeping which constitute the most effective welfare work for the rural women should receive the primary attention of women workers in the villages.
92. 7.9 Knitting, embroidery and tailoring have little econo-

mic value excepting in villages near large cities. Training in elementary use of thread and needle is necessary so that women can mend clothes for the family.

93. 7.10 In villages which surround large towns and cities, cookery classes can be started with profit.
94. 7.14 A satisfactory programme for child welfare limited to a few lines only needs to be evolved for a few selected areas in the first instance.
95. 7.15 Gram Sewikas should be recruited from amongst matriculate teachers working in rural or semi-rural areas.
96. 7.19 Women S. E. O. should give place to Mukhya Sewika selected from amongst the Gram Sewikas on the basis of merit.
97. 7.19 Some posts of craft instructresses should be abolished and others integrated with the staffing pattern for rural industry.
98. 7.19 The staff appointed for welfare programme among women and children should be made permanent.
99. 7.20 The welfare programme should be planned and carried out in phases of six years and need not be subdivided into N.E.S./C.D. stages.
100. 7.21 The existing projects of C.S.W.B. should be transferred to State Governments which should arrange for their administration and supervision either through departmental agencies or through local statutory bodies.

## Section 8

### Work in Tribal Areas

101. 8.1 The budget for development work in tribal areas should be for 6 years as in the case of blocks in other areas.
102. 8.1 While demarcating the blocks, a complete number of such blocks might be integrated into a block of normal size at some future date.
103. 8.2 A thorough survey and study should be carried out before a detailed budget of a block is drawn up.

- 104 8.2 Right type of personnel with sympathy and understanding for the tribal people should be selected, preferably local people.
- 105 8.2 The recruited personnel should acquire knowledge of the dialect, customs and ways of life of the people among whom they work.
- 106 8.3 The community development staff in the tribal areas should work in an atmosphere and in a manner consonant with the tribal traditions.
- 107 8.4 Since scope for agriculture development is limited, improvement should be confined to a few measures.
- 108 8.4 Efforts should be made to induce the people in tribal areas to take up settled cultivation wherever possible.
- 109 8.4 Subsidies for housing should be provided to further the cause of settled cultivation.
- 110 8.4 Growing of legumes may be taken up during fallow period for restoring the soil fertility of jhumed land.
- 111 8.4 A careful attempt should be made to introduce new crops especially cash crops.
- 112 8.5 Steps should be taken by the Government for directly supplying the necessary agricultural credit in these areas.
- 113 8.6 Works programme like irrigation, reclamation, communications and soil conservation will provide some employment to the adivasis who are mostly unemployed or under-employed.
- 114 8.6 Organisation of labour cooperatives of working forest coups and collecting minor forest produce will better the economic condition of adivasis.
- 115 8.7 Training centres for rural arts and crafts should be started with necessary modifications to suit local conditions, indigenous talent and raw materials available in the area.
- 116 8.9 In the community development blocks, the existing bridle paths and approach roads should be improved, small bridges and culverts constructed, high priority being given to the development of communications.

- 117      8.10      The system of education should be of the basic type, so that the gulf between the educated and uneducated may be as narrow as possible.
- 118      8.11      As regards people's participation, the matching contribution should be reduced below the level normally prevalent in non-tribal areas.

### **Section 9**

#### **Surveys, Evaluation and Methods of Reporting**

- 119      9.4      For a coordinated approach in reporting, the revenue set-up, the planning set-up and the statistical department should, as far as possible, work as a unified agency. For certain information, the local school master's services can be utilised on a small additional remuneration.
- 120      9.5      The Gram Sewak, block level extension officers, as well as the Block Development Officer, should maintain a hand book-cum-diary to enable the district level officers to watch the progress of work.
- 121      9.6      A progress assistant should be provided at the block level, wherever this has not been done already, for co-ordinating statistical work of all branches and looking after crop-cutting surveys and special studies.
- 122      9.6      At the district level, a district statistical officer should function under the technical control of the Director of Economics and Statistics and the administrative control of the collector.
- 123      9.6      At the State headquarters a statistical unit should be set up if not already in existence.
- 124      9.6      The work relating to tabulation and analysis should be done at the State headquarters and consolidated figures supplied to all concerned.
- 125      9.6      Reports for all the blocks need not come to the Centre. The P. E. O. and others interested may specifically ask for the same.
- 126      9.7      Progress reports, wherever they are too many, should be rationalised and replaced by a few comprehensive and coordinated reports.
- 127      9.8      The procedure of preparation of the reports to various  
and authorities from the Gram Sewak right upto the De-

- 9.10 development Commissioner should be as indicated in paras 8-10.
- 128 9.11 The emphasis in the analytical as well as the statistical reports should be not merely on the starting of activities, but also on their maintenance, growth and quality.
- 129 9.12 A critical analysis of the weak and the strong points and recommendations as to improvements and new methods should be made by each worker once a year.
- 130 9.12 A seasonal review of the different activities at the close of each season should be made by each worker in respect of various items of a seasonal nature.
- 131 9.13 The quarterly reports of the Gram Sewaks, together with charts and diagrams of some significant items of activity, should be displayed on the notice boards of the village panchayat and at the information centre, at the block headquarters, and later at the panchayat samiti office.
- 132 9.14 In addition to statistics, analytical portion should also be used for setting out significant features and conclusions for evolving suitable progress indicators which will form part of the quarterly analysis.
- 133 9.14 Composite indices for each sector of activity should also be worked out at different levels so as to reflect the progress of each programme as a whole at each level on a comparable basis.
- 134 9.15 The States can profitably organise evaluation either of the programme as a whole or certain aspects of the programme; *ad hoc* bodies may be set up for the purpose.
- 135 9.15 Special studies in community development and its effect are commended for higher educational institutions.

## Section 10

### Training of Personnel

- 136 10.2 Age limits for direct recruits as Gram Sewak should be 18 to 30 years. The departmental candidates should be taken purely on the basis of merit and the age limit relaxed upto 40 years.
- 137 10.3 The criteria for 'rural background' of a candidate should

- be that his parents or guardians live in non-urban areas and he himself spends his vacations at home.
- 138      10.3      Various tests, viz. physical fitness, general knowledge, aptitude for development work, leadership and initiative etc, should be the basis of selection and should spread over a number of days.
- 139      10.3      A guide book to ensure right selection should be produced by the Govt. of India for the use of the Selection Board.
- 140      10.5      The integrated new syllabus should be drawn up after discussions by the principals of all the training institutions and the technical officers representing different aspects of training.
- 141      10.6      The syllabus for agriculture drawn up in consultation with the universities should be made equivalent to that of recognised diploma courses in agriculture to enable the Gram Sewak to join the degree course in agriculture.
- 142      10.6      The training programme of Gram Sewak should also include the use of simple medicine chest, elementary survey training and measures for soil conservation, etc.
- 143      10.7      The medium of instruction should be the regional language except at those centres which have to cater to more than one language. In the long run there should be at least one training centre for each recognised linguistic region.
- 144      10.7      Inspections of various institutions imparting training to Gram Sewaks should be done occasionally.
- 145      10.7      The concept of job training should be strengthened by (i) attaching a block to every centre, and (ii) approach to rural problems followed by work in the blocks. The instructors should accompany each batch of trainees who should spend a number of nights in a village. Gram Sewaks, S. E. O., E. O's and B. D. O. should form composite teams for the purpose of field training.
- 146      10.8      The integrated course for Gram Sewak should be for full two years with a brief break in the middle.
- 147      10.8      There should be a prescribed teacher-pupil ratio. The



ideal ratio of 1:10 may be extended to 1:15 for the present.

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|-----|-------|--|
| 148 | 10.8  | The instructors should be trained in the art of teaching in addition to the theory and practice of extension work.   |
| 149 | 10.9  | Training centres should be located in genuine rural areas.   |
| 150 | 10.9  | Agriculture research institutions and the training centres should function in close association.   |
| 151 | 10.9  | The conditions of service of the instructors should be improved so as to permit them to settle down to their work without dissatisfaction.   |
| 152 | 10.12 | The follow-up work with periodical refresher courses and in-service training in specific fields should make the Gram Sewak an effective instrument for community development.  |
| 153 | 10.14 | A scheme of apprenticeship as part of the training programme should be drawn up for every Gram Sewak by attaching a small batch of Gram Sewaks under an efficient B. D. O. for a period of at least one month which should not be included in the two years of training. |
| 154 | 10.15 | As far as possible S. S. L. C. or Matriculation should be the minimum qualification for Gram Sewikas. To secure the necessary number of candidates so qualified, a drive must be made for special stipends in the High School classes.                                   |
| 155 | 10.16 | The age limits may be between 18-35 years relaxable in individual cases.   |
| 156 | 10.16 | More emphasis should be laid on rural background in girls' schools and aptitude for social work should be considered an adequate substitute.   |
| 157 | 10.17 | The training syllabus for Gram Sewikas should include methods of approach to village women and some knowledge of two village industries.   |
| 158 | 10.18 | The instructresses should be put on field jobs for a period of not less than one year and at intervals of not more than three years.   |

- 159      10.19      Each training centre should have some land for a flower and kitchen garden and also maintain a small dairy, poultry farm and an apiary.
- 160      10.20      The candidate S.E.O. should possess a university degree, experience in practical social work being considered additional qualification. Age limit may be kept between 21 and 35 years.
- 161      10.21      Academic qualifications should also be relaxed at the discretion of selection committee, provided candidates possess practical experience of not less than 5 years of full time activity in adult education or social work, and good working knowledge of English and regional language.
- 162      10.21      The period of training should be extended to one year.
- 163      10.23      S. E. Os. should get good grounding in the art of community organisation.
- 164      10.24      S. E. Os. should be given training in the art of working through others, particularly through school teachers, members of cooperatives and panchayats.
- 165      10.25      Direct oral instruction must be reduced to minimum and the technique of instruction through group discussions and seminars adopted.
- 166      10.27      In the present syllabus emphasis should be shifted from job orientation method to items like administrative coordination, democratic planning from below and techniques of group planning and action by officials and non-officials.
- 167      10.27      The teaching processes should be in the form of study groups. The training centre of the B. D. O. should be at the same place as the centre for training some one or more categories of block level extension officers.
- 168      10.27      The period of training of B. D. Os has to be increased to at least 6 months.
- 169      10.28      Village leaders and village school teachers may be given short-term courses of training to help in the work of social education and community development.
- 170      10.29      S. D. Os, Collectors, and Heads of Dep'tts. should be given

effective orientation in community development particularly in coordinated administration.

- 171      10.31      Generally, a degree in science should be the minimum basic qualification for E. Os. (Industries).
- 172      10.32      The training course should provide for a measure of training in technical skill in some of the cottage and village industries.
- 173      10.33      Steps should be taken by the Ministry of Commerce and Industry and the deptts. of industries in the States to increase the existing capacity of training centres to meet the need of personnel.
- 174      10.34      The training programmes should give greater attention to the methods of communicating scientific and technical know-how to the village.

## Section 11

### Farming

- 175      11.2      The targets for additional production should be broken down up to block and Gram Sewak's circle.
- 176      11.4      Greater attention should be given for evolving and distributing improved varieties of coarser grains as also of other grains suitable for un irrigated areas.
- 177      11.4      Distribution of improved seeds on the basis of Sawai or smaller additional percentage in kind will ensure timely and adequate supply.
- 178      11.4      The fear of non-germination of seeds must be dispelled by carrying out more frequent germination tests.
- 179      11.5      The progress for the establishment of seed farms is disappointing. Early steps should be taken to overcome the procedural and other local obstacles.
- 180      11.6      Agricultural Extension Officer and Gram Sewak in co-operation with panchayats and co operatives should guard against the failure of supply line.
- 181      11.6      Minimum reserve stock will have to be prescribed for maintaining supply line at different distributing points.
- 182      11.7      The loss, if any, due to non-distribution of new and pe-

- ishable supplies should be reimbursed to co-operative or panchayat seed stores from N. E. S. budget.
- 183 11.9 States should be informed well in advance about the definite and exact quantities of fertilizer allotment.
- 184 11.9 Central Government should explore all possibilities of increasing local production of chemical fertilizers.
- 185 11.11 Green manure plants and shrubs should be grown on the borders of fields on experimental basis.
- 186 11.12 Gram Sewaks should plan ahead for the production and distribution of seeds and plant material of green manure crops.
- 187 11.13 Supply of irrigation water should be made at concessional rates for green manure crops.
- 188 11.14 Every Government farm should produce its own requirements of organic manure, as far as possible.
- 189 11.15 Village panchayats should buy wheel-barrow for supply to farmers on hire.
- 190 11.16 The scheme for composting town refuse should be extended to all Municipalities and large villages.
- 191 11.17 An extra Agricultural Extension Officer to each block after some training instead of a separate Compost Inspector, as envisaged in the scheme prepared by the Ministry of Agriculture, would solve the problem of unmanageable pressure of work with the Agricultural Extension Officer.
- 192 11.19 Each Gram Sewak should arrange to conduct at least 5 demonstrations in each village in respect of every new item of improvement to demonstrate the superiority of the new method, over the practice in vogue.
- 193 11.19 Gram Sewaks' course of training should be revised so as to devote much greater attention to teaching and demonstrating the fundamental principles of soil management, humus, green-manuring, systems of farming, etc.
- 194 11.20 The pay-scales for veterinary and agriculture graduates should be more attractive so as to attract the boys of more than average calibre to take to these subjects.

- 195      11.21      Model schemes should be prepared for groups of blocks for plant protection measures by the staff at the State headquarters.
- 196      11.21      Special emphasis should be laid for the destruction of rats and white-ants.
- 197      11.21      Active steps should be taken for extermination of monkeys, parrots, and *nilgais*.
- 198      11.22      All plant protection centres, except those for research and locust control, should be run by the State Governments instead of Central Government.
- 199      11.23      To State Governments should examine both types of soil conservation schemes, viz. (i) Bombay type by departmental agency, and (ii) U. P. type worked on self-help basis. A judicious combination of good points of both types might produce better results.
- 200      11.25      District Agricultural Officer should institute short courses of training Gram Sewaks to give them a fair knowledge about the use of implements.
- 201      11.25      One or more workshops may be started for the repair and local manufacture of implements, to be later on made over to cooperatives.
- 202      11.25      Advice should be made available to the farmers about the use, availability and price etc. of pumping sets and other such appliances.
- 203      11.25      Panchayats and co-operatives should be encouraged to purchase and store implements for sale and hire.
- 204      11.27      Rapid and effective legislation is needed for prevention of fragmentation, consolidation and fixation of ceiling of holdings and prevention of cultivable land lying fallow.
- 205      11.27      Extension Officers and Gram Sewaks should be used for creating the right atmosphere for successful implementation of land reforms.
- 206      11.28      Further efforts are necessary to bring the production of fruits and vegetables to 6 oz. per capita.
- 207      11.29      Current methods of fruit preservation have to be simplified and made cheaper.

- 208 11.29 Greater attention needs to be given to starting nurseries in each block.
- 209 11.29 For increasing the output of fruits and vegetables efforts are necessary for the timely and adequate supply of seeds, seedlings and manures, demonstration and encouragement of kitchen gardening.
- 210 11.30 Village panchayats should be encouraged to undertake concerted drives for growing fuel and timber trees.
- 211 11.31 Agriculture research stations should explore the possibilities of growing slightly early maturing varieties of paddy to guard against the failure of drought.
- 212 11.32 Zonal research stations should be started and linked up horizontally and vertically for maintaining effective contact.
- 213 11.32 Research Officers should maintain close contact with farmer and extension officers in the field.
- 214 11.33 Associations of progressive farmers conforming to certain prescribed standards of agriculture should be encouraged, where necessary with financial aid, for carrying out the experiments themselves and spreading their results to others.
- 215 11.34 Vigyan Mandirs should be located in C. D. blocks as near to the district headquarters as possible.
- 216 11.35 In case of new irrigation works experimental farms to evolve suitable cropping patterns should be an integral part of the project.
- 217 11.36 Rates for the supply of electricity for irrigation works should not exceed the rates for industrial purposes.
- 218 11.37 The responsibility of maintenance of minor irrigation works should be placed on panchayat samiti or the village panchayat according to the size of the work and cost of maintenance.
- 219 11.38 Water rates for the second crop should be reduced to encourage double cropping.
- 220 11.40 Castration and inoculation should be included in the duties of Gram Sewaks, as trained stockmen are not available in adequate numbers.

- 221 11.40 Greater stress has to be given to meet the shortage of approved bulls and their proper maintenance, opening and popularisation of artificial insemination centres, solution of problems of fodder and that of useless and infirm cattle.
- 222 11.42 Improvement of grass lands should be given greater attention.
- 223 11.43 More concerted efforts should be made to encourage farmers to raise green fodder crops and for popularisation of silage-making.
- 224 11.45 Greater attention has to be paid to the improvement of goat and sheep breeding and wool rearing.
- 225 11.46 Efforts at sheep breeding have been confined to certain regions only. They could equally be extended to other areas and intensified for improving the quality and yield of wool and mutton.
- 226 11.47 Milk co-operative societies have to be organised on proper lines in the vicinity of towns and cities.
- 227 11.48 Intensive schemes should be undertaken for the rehabilitation of cattle breeding communities on co-operative lines.
- 228 11.49 Poultry keeping has to be intensified through youth clubs, financial assistance to Harijans, backward classes etc., replacement of indigenous by exotic cocks and giving proper technical guidance.
- 229 11.50 Greater technical guidance is needed for improving the breed of pigs.
- 230 11.51 Fisheries should receive larger financial allotments and greater administrative attention especially in C. D. Blocks.

## Section 12

### Cooperation

- 231 12.2 A multi-purpose cooperative society for a village or a group of villages working in close association with local panchayat or panchayats, as against societies for different lines of activity, remains the only correct course to be followed.

- 232 12.4 The training of cooperative personnel should be so oriented that cooperation is understood not as an instrument for securing cheap credit but as a means of community development.
- 233 12.5 The criteria and qualifying conditions for obtaining funds from the Reserve Bank of India should be laid down in precise terms so that the cooperative societies in the blocks can take maximum advantage of the loan facility of Rs. 3 lakhs provided in. N. E. S. budget.
- 234 12.5 Commission charged by Apex Banks varies between  $\frac{1}{2}$  and  $1\frac{1}{2}$  percent. The additional rate of interest charged by Central banks from primary cooperatives is even higher. This results in the ultimate borrower having to pay a rate of interest exceeding even  $6\frac{1}{4}\%$  for which there is no justification. Immediate remedial measures are called for.
- 235 12.6 Credit at interest rate of  $3\frac{1}{2}\%$  should be made available to genuine artisans.
- 236 12.7 Also in areas where there are no cooperatives, State Governments should arrange for credit to farmers at an interest rate not exceeding  $6\frac{1}{4}\%$ .
- 237 12.8 Loan to farmer should be available just at the time he needs it and its repayment should be so timed as to enable him to make repayment from the proceeds of the crops.
- 238 12.9 Credit-worthiness of the borrower should give place to credit-worthiness of purpose in advancing loans in the field of rural cooperative credit.
- 239 12.11 Some of the features of the scheme of rural credit in Phillippines, such as capitalization through insurance fees and credit loans for production and improvement and also at such occasions as birth etc; deserve to be studied and adopted by State Governments.
- 240 12.12 The entire rural credit at present disbursed through several agencies apart from the money lenders, should be progressively canalised through the agencies of co-operatives to avoid duplication and differing interest rates and also to rationalise credit facilities.
- 241 12.12 The entire training programme should be oriented to the elimination of official control from the field of cooperation.



- 242      12.13      Cooperative farming must first pass successfully through the experimental stage and so to begin with one co-operative farm may be organised in each district in a selected community development block.
- 243      12.14      Students' cooperative societies for the supply of stationery and text books should be organised in high schools.

### Section 13

#### Rural Industries

- 244      13.1      The present approach to the problem, viz., persons  
and      13.2      passing out of training centres not taking up professions  
13.2      to which they have been trained, has to be revised radically by adopting steps suggested in para 13.2.
- 245      13.3      Planned co-ordination in the working of cottage, village and small-scale industries is needed so that they do not cut at and pull down each other.
- 246      13.3      An effective programme of collaboration and co-ordination among various All-India Boards should be worked out by pooling funds, personnel, agencies of supervision and inspection to avoid waste and inefficiency.
- 247      13.4      The Government should set up pilot schemes in specific industries to demonstrate their economic soundness and technical feasibility.
- 248      13.4      After making an allowance for reasonable subsidy, the cost of the product of the industry should not be more than the market price.
- 249      13.5      A number of peripatetic training centres should be opened in rural areas.
- 250      13.5      Quality control along with provision of credit and marketing facilities and introduction of modern designs is necessary for bringing about considerable expansion of the market.
- 251      13.5      There should be technical advisers for each of the rural industries in a district or a part of it or a number of them, depending upon the intensity and the area of the spread of a particular industry.
- 252      13.5      Guilds or associations of the prominent artisans should be organised in each block

- 253 13.6 A training-cum-production centre, after it has been in existence for some time, should be made over to a local cooperative of artisans.
- 254 13.7 Cooperatives organised to assist artisans in the matter of purchase of raw materials, supply of finance, etc., should also be an integrated part of the general cooperative structure and affiliated to the district cooperative bank or other institutions.

## Section 14

### Health

- 255 14.3 The Medical and Public Health Departments should be combined under a single head at the State, regional and district levels in those States where such integration, has not yet taken place.
- 256 14.4 The traditional but limited skill of the indigenous dais should be put to better use by inducing or compelling them to undergo a brief training.
- 257 14.5 The training programme of lady health visitors should include the technique of family planning as an item of study.
- 258 14.5 The output of the institutions for training lady health visitors should be increased.
- 259 14.6 All States should ensure that the seats allotted to them in the training centres at Najafgarh, Singur and Poona-mallee are always filled by their candidates.
- 260 14.6 The syllabus and the standard of training in all the three institutions must be the same.
- 261 14.6 Persons who have received orientation training at these centres should be posted to the development blocks.
- 262 14.6 The State Governments should examine the possibilities to train the staff employed in Health Centres for specialised services relating to malaria, filaria, tuberculosis, leprosy and venereal diseases.
- 263 14.7 Certain tried and proved indigenous remedies for common ailments handed down by way of family tradition should be collected, examined and their knowledge made widely known,

- 264 14.9 Improvement of the existing houses in rural areas by increasing ventilation and by making them more liberal should be effected.
- 265 14.9 Community cattle sheds should be built so that cattle are segregated from the living population and kept outside or on the border of the village.

## Section 15

### Primary Education

- 266 15.1 Provision for primary education in C. D./N. E. S. schemes should be used to supplement allotments of the states to strengthen existing schools except in educationally backward areas.
- 267 15.2 The unit of educational administration should be identical with the block.
- 268 15.2 Each block should have an Education Sub-Committee of Block Advisory Committee and later of panchayat samiti responsible for the maintenance and working of schools.
- 269 15.3 At least blocks should be provided with necessary funds and trained personnel to achieve the immediate goal of introducing free and compulsory primary education.
- 270 15.3 Residential accommodation for women teachers should be provided.
- 271 15.4 Blocks where special stress is laid on social education would be the best for promulgating order regarding compulsory education.
- 272 15.4 It should be the function of Gram Sewika and of Gram Sewak to persuade people to send their children to schools in areas where primary education is not compulsory.
- 273 15.5 State Governments should clarify their policies in regard to opening of basic schools in rural and urban areas.
- 274 15.5 The State should endeavour to convince people that basic schools are superior type schools.
- 275 15.5 Training staff and proper equipment should be provided in basic schools.
- 276 15.5 Two years training course for basic teachers in States, where it is for one year only, is necessary.

## Section 16

## Social Education

- 277      16.2      The aim of social education should be (a) to acquaint people of the meaning of citizenship and the way democracy functions, (b) to induce citizens to learn how to read and write, (c) to impart proper training for refinement of emotions and (d) to instil a spirit of toleration among citizens.
- 278      16.3      The services of S. E. O. should also be utilised in developing public opinion against existing social evils.
- 279      16.4      Specialist staff at the district and state levels may be provided to render guidance to S. E. Os. and a separate section under the Joint Director of S. E. opened in the Department of Education.
- 280      16.4      The S. E. O. deserves to be assigned a definite position in the education department.
- 281      16.5      There should be close contact between S. E. O. and the Gram Sewaks who should take keen interest in all social education activities.
- 282      16.6      The teachers to be utilised in programmes of social education should be given two months' training in methods of extension and principles of social education etc. Such teachers should be given monthly allowance for their work in this field.
- 283      16.6      Village teachers may be utilised by S. E. Os. in their programmes of work.
- 284      16.7      Village leaders should be enlisted in the effort to impart social education.
- 285      16.7      The S. E. O. should identify potential village leaders and assist them in accepting the responsibilities of leadership for improving community life.
- 286      16.7      The use of the term leader and leadership may be avoided.
- 287      16.8      S. E. O. should seek cooperation of members of cooperative societies and help progressive villagers to join them, where they do not exist,

- 288      16.10      Village teacher or panchayat secretary where paid may be utilised after proper training in initiating new activities at the centre, so that the interest of villagers is sustained.
- 289      16.11      Vikas Melas, Shibirs or training camps for villagers' campaigns or drives for different activities may be utilised as supplementary activities requiring day to day participation by the villagers.
- 290      16.11      S. E. Os. should pay increasing attention to youth clubs and encourage village youths to participate in specific projects of work.
- 291      16.11      Project activities should be evolved according to the genius of the area; activities in which people themselves have initiative should receive greater emphasis.
- 292      16.11      Cultural teachers and reformers may be utilised in educating the masses.
- 293      16.13      Suitable books should be prepared for village adults and proper methods of teaching evolved and imparted to the village teacher.
- 294      16.13      Literacy programme should be drawn up separately for men and women after a preliminary survey of adult illiterates, and camps and intensive drives organised extensively in all blocks.
- 295      16.15      Lest neo-literates relapse into illiteracy follow-up programmes should be worked out.
- 296      16.16      Circulating libraries of suitable films should be maintained by the States. Each S. E. O. should have a projector and a regular flow of films and know how to operate a projector. Subsidised radio sets should be provided to the villagers.
- 297      16.16      Village leaders should be asked to broadcast talks; discussions during rural camps etc., recorded and broadcast.

### Section 17

#### Some Special Programmes—Sarvodaya, Saghan Kshetra and Gramdan

- 298      17.9      The Sarvodaya Area Committee should not be merely advisory but have fuller powers so that the Sanchalak becomes only the constitutional Chairman.

- 299      17.10      While the moral and personal influence of the Sanchalak should be retained, it is necessary that the people's participation should not be made to depend all the time on the personal factor only.
- 300      17.11      Area of operation of existing Sarvodaya block should be extended to cover the whole N. E. S. block.
- 301      17.11      Apart from such items of Sarvodaya scheme, the Sanchalak should take over all the other items of work included in N. E. S. blocks.
- 302      17.11      While retaining the administrative set up in such a manner as may be necessary, all personnel and funds under N. E. S. may be put at the disposal of the Sanchalak care being taken to avoid duplication.
- 303      17.11      The exact form of relationship between panchayat samiti and the sarvodaya scheme should be determined and some mutual acceptable arrangement found for the working of the development programme.
- 304      17.17      The suggestions made in para 17.11 will also apply to Saghan Kshetras.
- 305      17.18      The workers of Kshetra Samiti may be utilised to create necessary atmosphere as well as machinery required for intensive development of cottage and village industries, prepare one block and then move to contiguous blocks.
- 306      17.18      The workers of Kshetra Samiti should be entirely in charge of all Gramodyog work and concentrate their energies for development of cottage and village industries. In the alternative, they may be in-charge of all the development activities in the block and work on the same lines as suggested for Sarvodaya workers.
- 307      17.18      As in the case of Sarvodaya blocks, appropriate adjustments will become necessary on the establishment of Panchayat Samiti although details may vary.
- 308      17.19      Facilities should be afforded for training Saghan Kshetra workers in the training centres of the State meant for workers of N. E. S. blocks.
- 309      17.23      The community development work should be closely interlinked with Gramdan movement, Gramdan village areas being preferred in the selection of new blocks.

## Section 18

**Measures for Economy, Efficiency and Speed.**

- 310      18.2      The provision for personnel in all the blocks in a State should be treated as a pool out of which expenditure on staff in each block should be met according to actual requirements, provided that necessary complement of staff of all categories is provided in each block and the formula for sharing the costs by the State and the Centre is not affected.
- 311      18.2      The provision for personnel at the block level should not be spent outside the block i. e., on the staff at State headquarters.
- 312      18.4      No project located outside the block should be financed out of the block funds and no scheme involving a large expenditure undertaken excepting when a scheme is essential and unavoidable.
- 313      18.6      The concentration of efforts and funds on a few villages or on a few big items, instead of building up a balanced programme in each sector, should be avoided.
- 314      18.7      The small provisions for grants should be used for the purposes for which they are intended, namely to act as a lever for building up self-reliance amongst the people.
- 315      18.7      The percentage of people's contribution for a particular type of work should gradually increase as the community development programme progresses.
- 316      18.8      About 50% of the grants-in-aid in each block should be spent on productive purposes, the remaining 50% on amenities. The limit is only suggestive and may be varied by the State for different areas according to local conditions.
- 317      18.10      The grants-in-aid should be non-lapsable at all levels.
- 318      18.11      The State Governments and the Central Ministries should conduct detailed enquiries regarding the heavy expenditure on buildings, waste in work on account of unduly long time taken in the completion of the projects, sometimes lack of adequate provision for maintenance of the works and institutions built with local contribution (in labour, kind and cash), and sometimes the improper use of the equipment.

- 319 18.14 All jeeps should be withdrawn from the blocks, only exception can be a jeep for the Mukhya Sewika.
- 320 18.15 The State and the Central Governments should take remedial action to avoid the holding of meetings and seminars with considerable pomp.
- 321 18.16 Too frequent meetings and too frequent visits by outsiders absorb a very considerable part of the working hours of the block and the village staff.
- 322 18.17 The publication of too many similar publications printed on expensive paper with unnecessary pictures and a number of articles irrelevant to the purpose needs careful re-examination by the Ministries concerned.





## 2. Note on the Financial Implications of some of the Team's Recommendations

This note attempts to assess the financial implications of some of the more important recommendations\* of the Team. The calculations have been made on the basis of the same assumptions as have hitherto been made in calculating the costs under the N.E.S./C.D. programme.

2. The schematic budgets for blocks with the ceilings of Rs. 15 lakhs and Rs. 12 lakhs have been reproduced in Annexures I and II respectively. A comparison of the two budgets shows the following :

(1) The dollar provision in the Rs. 15 lakhs budget is Rs. 1.40 lakhs as against a dollar provision of Rs. 0.43 lakh in the budget of Rs. 12 lakhs.

(2) The Rs. 15 lakhs budget makes provision only for two jeeps, while the Rs. 12 lakhs budget provides for three, the respective financial provisions being Rs. 18000/- and Rs. 45000/-. As a result of experience of the working of the development programme in the blocks, it has been ascertained that a dollar provision of Rs. 0.43 lakh would be sufficient even after allowing for the jeeps. In view of the recommendation to do away with the jeeps it would be reasonable to proceed on the basis that even after the ceiling of the block budget is restored to Rs. 15 lakhs, the dollar provision needed to meet the requirements of the blocks would be what has been provided for in the Rs. 12 lakhs budget minus the provision for the jeeps.

3. The present staffing patterns of a development block under the N.E.S. and the C.D. programmes vide Annexures III and IV will change as shown in Annexure V for the first and the second stages under the Team's recommendations. The cost of staff in Annexure V comes to Rs. 4.30 lakhs during the first stage of six years and Rs. 3.28 lakhs during the second stage respectively, as during the second stage the cost of the institutional staff of the Animal Husbandry and the Public Health Departments has to be met by the departments concerned. The cost of staff according to N.E.S. pattern (Vide Annexure III) has been calculated as Rs. 1 lakh during the three year period on the assumption that one-fourth of the staff already exists in the block at the time it is taken up under the programme. Though this assumption has been disputed by some States, it has still been accepted as the basis of the present calcula-

tions also, as we are satisfied that in the vast majority of the States, by proper pooling even more than one-fourth of the staff as per N. E. S. pattern could be made available. The cost of staff to be borne on the block budget (vide Annexure V) has, on the basis of this assumption, therefore, been adjusted to Rs. 3.60 lakhs for the first stage and Rs. 2.58 lakhs for the second stage.

4. At present there is a net provision of Rs. 1 lakh in the N.E.S. budget (vide Annexure III) for staff for a period of 3 years and when the block is up-graded to C.D., there is a provision of Rs. 1 lakh for additional staff to be entertained, so that the total provision for the staff over a period of 6 years comes to Rs. 2 lakhs. In addition, the expenditure on staff as per N.E.S. pattern after the initial three year period is regarded as "committed expenditure" and is shared between the Govt. of India and the State Govts. under separate arrangements outside the schematic budget. This "committed expenditure" during the normal C. D. period of three years amounts to about Rs. 1 lakh. For our present calculations we shall be justified in assuming that expenditure of this order for the maintenance of staff in the States, i.e. at the rate of Rs. 1 lakh for every three year period, barring the initial one, could be met from sources outside the schematic budget as at present. Thus the cost of staff to be met from the block funds proper will be reduced to Rs. 2.60 lakhs during the first stage and Rs. 0.58 lakh during the second stage.

5. The additional staff cost of Rs. 0.60 lakh during the first stage will have to be met from any or all of the following sources;

(1) Savings through phasing of recruitment of staff during the initial stages, since the entire staff may not be needed during the first one or two years; and (2) pooling of staff of other development deptts. at the village and the block levels wherever and to the extent to which it may be feasible in different States, over and above the staff to the extent of the cost that has already been taken into account in Annexures III and V. The position of the existing staff in different States and the impact of possible pooling have been shown in Appendix 8 in Volume III, on the basis of the available data.

6. Since the quantum of saving that may accrue from the two sources referred to in the foregoing paragraph may be different in the different States, and in the absence of adequate data it is not possible to venture reliable estimates, no detailed calculations of the extent to which the gap could be filled are attempted. Minor re-appropriations under the different heads of expenditure in the schematic budget, depending upon local conditions might also be of help.

7. Assuming that the gap in the cost of staff can be filled up, as indicated above, and that the over-all cost of a block, chargeable to the schematic budget, comes to Rs. 15 lakhs and Rs. 5.5 lakhs during the first and the second stages respectively (vide annexures I and VI), the financial implications regarding opening of the blocks during the Second Plan period will be as shown in annexure VII. Apart from the 2,120 blocks that would have come into being by the end of 1957-58, which would have already accounted for an expenditure of about Rs. 48 crores and would further require an expenditure of Rs. 133.65 crores during the remaining 3 years of the Second Plan period, an amount of Rs. 18.35 crores only will be left over for opening further blocks during the remaining 3 years. In all further 489 blocks can be opened, bringing the total coverage during the Second Plan period to 2,609. The rest of the blocks to cover the entire country will have to be postponed to the Third Five Year Plan period.

8. As for withdrawal of the jeeps, the jeeps that have already been purchased for the various blocks will have to be disposed of and the funds thus obtained may be utilised according to standing rules. A further saving in respect of the blocks to be opened after March 31, 1958 will also be possible to the extent of the cost of the jeeps that would otherwise have had to be purchased. The funds thus saved should be diverted for other purposes.

9. The financial implications in respect of the changes in the staffing pattern in the Extension Projects of the Central Social Welfare Board, as recommended by the Team, have not been worked out, since this pattern will work in a very limited number of blocks (one per district against the present target of 998 Projects which will mean roughly 330 blocks in all). The requisite staffing pattern has been indicated in Annexure V (b). The financial implications will have to be worked out separately.

## ANNEXURE I

### Schematic Budget with Ceiling of Rs. 15 lakhs

Estimated Expenditure on one Development Block  
(Basic Type of Community Project)

For allotments made in 1953-54 and subsequent years  
(This budget is only intended as a guide and is  
to be adjusted according to local conditions).

(Rs. in lakhs)

Head	Total	Rupee	Doll- ar	Recur- ring	Non- recur- ring	Loans	Other than loan
1	2	3	4	5	6	7	8

#### I. Project Head- quarters

(a) Personnel	2.23	2.08	0.15	2.05	0.18	—	2.23
(b) Transport (I)							
(c) Office equip- ment							

#### II. A.H. & Agriculture Extension.

(a) Tractors	0.24	—	0.24	—	0.24	0.24	—
(b) Demonstration equipment	0.10	0.10	—	—	0.10	—	0.10
(c) Extension sub- Headquarters	0.09	0.09	—	0.07	0.02	—	0.09
(d) Repair Service Centre (I)	0.05	0.05	—	—	0.05	0.05	—
(e) Marketing Cen- tre	0.10	0.10	—	—	0.10	0.10	—
(f) Key Village Scheme	0.29	0.26	0.03	0.21	0.08	—	0.29

III. Irrigation	5.00	4.30	0.70	—	5.00	5.00	—
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IV. Reclamation	0.25	0.25	—	—	0.25	0.25	—
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#### V. Health and Rural Sanitation

1. (a) Dispensary, recurring ex- penditure	0.10	0.10	—	0.10	—	—	0.10
--	------	------	---	------	---	---	------

(b) Dispensary building	0.10	0.10	—	—	0.10	—	0.10
(c) Dispensary equipment	0.10	0.07	0.03	—	0.10	—	0.10
2. Drinking water supply	0.50	0.50	—	—	0.50	—	0.50
3. Drainage and Sanitation	0.25	0.25	—	—	0.25	—	0.25
VI. Education	1.50	1.50	—	1.00	0.50	—	1.50
VII. Social Education (including audio-visual aids)	0.50	0.35	0.15	0.30	0.20	—	0.50
VIII. Communications	1.25	1.15	0.10	—	1.25	—	1.25
IX. Rural Arts & Crafts.	1.25	1.25	—	0.50	0.75	0.75	0.50
X. Housing for Project staff-rural housing	1.10	1.10	—	—	1.10	1.10	—
Total	15.00	13.60	1.40	4.23	10.77	7.49	7.51

Cost of one Development Block

Rs. 15 lakhs

Share of Centre: 75% of non-recurring expenditure,

50% of recurring expenditure plus loans

Rs. 12.07 lakhs

Share of the State Government

Rs. 2.93 lakhs

सत्यमेव जयते

## ANNEXURE II

### Schematic Budget with Ceiling of Rs. 12 lakhs

Estimated Expenditure on a Community Development Block (Basic Type)  
(This budget is only intended as a guide and is to be adjusted according to local conditions under the powers delegated to the State Governments).

(Rs. in lakhs)

Heads	Total	Rupee	Dollar	Recurring	Non-recurring	Loan	Other than loan
1	2	3	4	5	6	7	8
<b>I. Block head-quarters.</b>							
(a) Personnel*	2.00	2.00	—	2.00	—	—	2.00
(b) Transport (3 jeeps)@	0.45	0.21	0.24	—	0.45	—	0.45
(c) Office equipment, furniture etc.	0.15	0.15	—	—	0.15	—	0.15
(d) Project Office, Seed store, Information centre etc.	0.25	0.25	—	—	0.25	—	0.25
<b>Total</b>	<b>2.85</b>	<b>2.61</b>	<b>0.24</b>	<b>2.00</b>	<b>0.85</b>	<b>—</b>	<b>2.85</b>

### **II. Animal Husbandry & Agricultural Extension**

\* Please see Annexure IV.

@ This includes the cost of one jeep procured in advance for a N.E.S. Block which will be finally adjusted after the N.E.S. Block has been converted into Community Development Block.

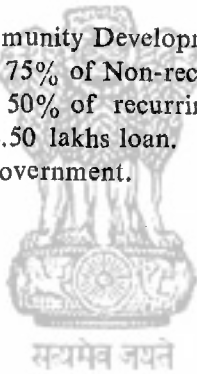
sion De- monstra- tion equip- ment.	0.10	0.07	0.03	—	0.10	—	0.10
III. Irrigation	}						
IV. Reclamation (including soil conser- vation, con- tour bund- ing etc.							
	4.00	4.00	—	—	4.00	3.50**	0.50
V. Health and Rural Sani- tation.							
(1) (a) Dispen- sary re- curring expendi- ture	0.20	0.20	—	0.20	—	—	0.20
(b) Dispen- sary build- ing.	0.10	0.10	—	—	0.10	—	0.10
(c) Dispen- sary equip- ment.	0.10	0.10	—	—	0.10	—	0.10
(2) Drinking water supply.	0.50	0.50	—	—	0.50	—	0.50
(3) Drainage and Sanita- tion	0.25	0.25	—	—	0.25	—	0.25
Total	1.15	1.15	—	0.20	0.95	—	1.15
VI. Education	0.70	0.70	—	0.20	0.50	—	0.70
VII. Social Education (including audio-visual aids and women, youth							

\*\* Includes provision for rural electrification or any other self-financing scheme connected with agriculture.

and children's program- mes).	0.70	0.54	0.16	0.40	0.30	—	0.70
VIII. Communi- cations.	1.00	1.00	—	—	1.00	—	1.00
IX. Rural Arts, Crafts and Industries.	0.50	0.50	—	0.25	0.25	—	0.50
X. Housing for Project Staff and Rural Housing.	1.00	1.00	—	—	1.00	1.00	—
Grand Total	12.00	11.57	0.43	3.05	8.95	4.50	7.50

Analysis of Cost :

- (i) Cost of one Community Development Block Rs. 12.00 Lakhs  
(ii) Share of Centre : 75% of Non-recurring non-  
loan expenditure, 50% of recurring expen-  
diture plus Rs. 4.50 lakhs loan. Rs. 9.36 „  
(iii) Share of State Government. Rs. 2.64 „





### ANNEXURE III

#### Staffing Pattern for N.E.S. Block under the Schematic Budget with a Ceiling of Rs. 12 lakhs.

I.	1 Block Development Officer to assist the S.D.O. Rs. 300 per month (Scale Rs. 250-400)	Rs. 3,600 per annum
II.	Extension Officers. 7 Extension Officers at an estimated average salary of Rs. 200 per month each	Rs. 14,400*
	(1) Agriculture (1)	
	(2) Animal Husbandry (1)	
	(3) Cooperation (1)	
	(4) Village & Small Scale Industries** (1)	
	(5) Rural Engineering (Overseer) (1)	
	(6-7) Social Education (S.E.O.) (2) (1 man and 1 woman)	
	10 Gram Sewaks at an estimated average salary of Rs. 100/- per month each.	Rs. 12,000
III.	1 Progress Assistant at Rs. 125/-per month. }	
	1 Accountant-Cum-Storekeeper	
	1 Cashier	} Rs. 9,150 „
	1 Typist	
	3 Class IV staff	J
	Maintenance of Jeep, including pay of driver.	Rs. 3,500 „
	Miscellaneous contingencies @ Rs. 200/- p.m.	Rs. 2,400 „
	Total for one year	<u>Rs. 45,050</u>
	It is assumed that one-fourth of the staff already exists. Therefore, the cost of additional staff required for one year.	Rs. 45,050—11,263
	or	Rs. 33,787
	Cost of staff for three years.	Rs. 101,361
	or	Rs. 1 lakh (rounded)

\* Excludes the Salary of Extension Officer for Village and Small Scale Industries.

\*\* The Extension Officer for Village and Small Scale Industries will form part of the Industries Department of the State Government. He will be attached to the N.E.S. Block and team up with the other Extension Officers headed by the Block Development Officer. The pay and allowances etc. of this officer will come within the terms of the pattern of assistance of the Union Ministry of Commerce and Industry (i.e. sharing expenditure on a 50:50 basis with the State Governments).

## ANNEXURE IV

### Staffing Pattern for C.D. Block under the schematic Budget with a Ceiling of Rs. 12 lakhs.

		Cost for three years	
I.	Personnel as in N.E.S. Block.	Rs. 1,00,000	
II.	Plus the following additional personnel .		
2	Gram Sewikas at Rs. 100/- p.m. each.	Rs.	7,200
2	Stockmen (Veterinary) at Rs. 90/- p.m. each.	Rs.	6,480
2	Messengers (Veterinary) at Rs. 50/- p.m. each.                      ...                      .....	Rs.	3,600
1	Medical Officer at Rs. 300/- p.m.	}	Rs. 40,860
1	Compounder at Rs. 100/- p.m.		
1	Sanitary Inspector at Rs. 125/- p.m.		
1	Lady Health Visitor at Rs. 150/- p.m.		
4	Midwives at Rs. 90/- p.m. each.		
2	Sweepers at Rs. 50/- p.m. each.		
Ministerial Staff :			
1	Senior Clerk at                      Rs. 100/- p.m.	}	Rs. 40,680
1	Class IV servant at                      Rs. 50/- p.m.		
2	Drivers at                      Rs. 90/- p.m. each.		
Total                      Rs. 330/- p.m.			
T.A. recurring expenditure such as petrol, stationery, postage, contingencies, etc., at Rs. 800/- p.m.		}	Rs. 1,98,820 Rs. 2 lakhs (rounded)

## ANNEXURE V

### Staffing Pattern for a Block during the first and the second Stages according to Team's Recommendations

#### (A) Block without Programme for Women and Children

Sl. No.	Particulars of Staff.	Estimated cost per month (Rs)*	Cost for 6 yrs. (Rs.)	
			1st. stage	2nd stage
1. 1	Block Development Officer.	300/-	21,600/-	21,600/-
2. 5	Extension Officers (Agriculture, Animal Husbandry, Cooperatives, Social Education Organiser (Man) and Overseer.	200/each	72,000/-	72,000/-
3. 1	Extension Officer (Rural Industries) (The cost will be borne by Ministry of Commerce and Industry and State Deptt. of Industries on the basis of 50 : 50).	200/-	Nil	Nil
4. 20	Gram Sewaks	100/-each	144,000/-	144,000/-
5. 1	Progress Assistant	125/-	9,000/-	9,000/-
6. 1	Accountant-cum-Storekeeper	100/-	7,200/-	7,200/-
	1 Cashier	75/-	5,400/-	5,400/-
	1 Typist	50/-	3,600/-	3,600/-
	1 Senior Clerk	100/-	7,200/-	7,200/-
	4 Class IV Servants	50/-	14,400/-	14,400/-
7.	T.A., recurring expenditure such as stationery, postage, contingencies etc.	600/-	43,200/-	43,200/-
8. 2	Stockmen (Veterinary).	90/-each	13,000/-	Nil
	2 Messengers (Veterinary).	50/-each	7,200/-	Nil
9. 1	Medical Officer	300/-	21,600/-	Nil
	1 Compounder	100/-	7,200/-	Nil
	1 Sanitary Inspector	125/-	9,000/-	Nil
	1 Lady Health Visitor	150/-	10,800/-	Nil
	4 Midwives	90/-each	26,000/-	Nil
	2 Sweepers	50/-each	7,200/-	Nil
<b>Total</b>			<b>429,600/-</b>	<b>327,600/-</b>
<b>or say</b>			<b>(rounded) 4.30 lakhs</b>	<b>3.28 lakhs</b>

\*The calculations have been made on the basis of scales assumed in the schematic budget as it exists at present. The scales will naturally vary from State to State depending on local conditions.

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## ANNEXURE VI

**Illustrative Schematic Budget for a Development Block during the second Stage of six Years, according to Team's Recommendations.**

( Rs. in lakhs )

Serial No.	Head	Recurring	Non-recurring		Total
			Non-loan	Loans	
1	2	3	4	5	6
I	Project Headquarters				
	(a) Personnel	0.50	—	—	0.50
II	Animal Husbandry & Agl. Equipment etc.	0.20	0.20	—	0.40
III	Irrigation	—	—	1.00	1.00
IV	Reclamation etc. }				
V	Health and Rural Sanitation	—	0.75	—	0.75
VI	Education	—	0.50	—	0.50
VII	Social Education (including Audio-Visual Aids)	0.30	0.30	—	0.60
VIII	Communications	—	1.25	—	1.25
IX	Rural Arts,Crafts & Industries	0.50	—	—	0.50
X	Housing for Project Staff-- Rural Housing }	—	—	—	—
Total		1.50	3.00	1.00	5.50

### Analysis of Cost :

(1) Cost of one second Stage Block for 6 years.	=Rs.5.50 lakhs
(2) Share of the Centre: 50% of recurring expenditure	=Rs. 0.75 lakh
75% of non-recurring exp.	=Rs. 2.25 lakhs
100% of loans. ...	=Rs. 1.00 lakh
Total=Rs. 4.00 lakhs	
(3) Share of States: 50% of recurring expenditure.	=Rs. 0.75 lakh
25% of non-recurring expenditure.	=Rs. 0.75 lakh
Total=Rs. 1.50 lakhs	

It is assumed that the provision of Rs. 3.00 lakhs for short-term loans during the first stage will continue to be available during the second stage also as revolving capital.

## ANNEXURE VII

### Statement of financial Implications of the Team's Recommendations regarding opening of Blocks during the Second Plan Period

(a) Expenditure during 1958-61 on blocks existing on 31.3.58.

Year of opening the Blocks.	No. of Blocks opened	Years already covered upto 31.3.58	Years to be covered after 31.3.58 during 1958-61	Which stage ?	Allotment admissible per block (Rs. lakhs)	Amount to be allotted (Rs. Crores)	Remarks.
1954-55	50 (NES)	3½	2½	I	6.25	3.13	
			½	II	0.46	0.23	
1955-56	246 (NES)	2½	3	I	7.50	18.45	
„	152 (I. D.)	2½	½	II	1.25	1.90	
„			2½	II	2.29	3.48	
1956-57	495 (NES)	1½	3	I	7.50	37.13	
„	250 (I. D.)	1½	1½	I	3.75	9.38	
			1½	II	1.38	3.45	
„	258 (P.I.D.)	1½	3	II	2.75	7.10	
1957-58	570 (NES)	½	3	I	7.50	42.75	
	99 (I. D.)	½	2½	I	6.25	6.19	
			½	II	0.46	0.46	
2120						133.65	

(b) Expenditure that will have been incurred on Blocks during the first two years of the Second Five Year Plan, i.e. 1.4.1956 to 31.3.1958 = Rs. 48 Crores (Estimated).

- (c) Total amount already committed on the Blocks that will be in existence on 31.3.1958, during the entire Second Plan period = Rs. 181.65 Crores.
- (d) Balance available out of the ceiling\* of Rs. 200 crores = Rs. 18.35 Crores.
- (e) Block-years available with the amount of Rs. 18.35 Crores at the rate of Rs. 2.50 lakhs per year = 734
- (f) Blocks to be opened *per year* during the period 1958-61 = 163  
Blocks to be opened during 1958-61 therefore will be = 489
- (g) Total No. of Blocks to come into existence by the end of Second Plan = 2609.




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\*The ceiling of Rs. 200 Crores also includes a provision of Rs. 2.50 crores for Training Schemes directly administered by C. P. A. and another of Rs. 5.00 Crores for certain Schemes like model villages, sample surveys, pilot projects, research, publications etc. An expenditure of Rs. 64.9 lakhs out of the former and of Rs. 11.2 lakhs out of the latter provisions (according to revised estimates for 1956-57 and 1957-58 as reported by the Ministry of Community Development as the latest available figures) has already been included in item (b) above. The provision that may be required for subsequent years will have to be met either out of savings referred to in the covering note or out of the ceiling itself, in which case lesser number of blocks may have to be opened.

### **3. List of Subjects suggested for further Examination or special Study**

Community Development Programme has so far been concentrated in rural areas only and no provision has been made for such work in urban areas where vital problems also exist. The communities in urban and rural areas are not only integrated but they have common problems which are interlinked in actual working and require joint efforts for their solution. There are also certain important problems in urban areas like factory labour, Harijan welfare, etc., which require to be attended to on a priority basis. A comprehensive study should, therefore, be made with a view to evolve a blue-print for urban or composite types of community development projects.

2. In order that the programme for the welfare of women and children is really beneficial to them, certain recommendations have been made by us as a result of our study. Further study on scientific lines should be carried out so that the existing content of the programme may be improved upon and given a practical shape.

3. In the areas which are either newly brought under canal irrigation or served by tubewells, a large proportion of water generally remains unutilized owing to a variety of causes. This problem is of a very serious nature and requires to be studied with a view to finding out remedial measures to ensure its maximum utilisation.

4. Improved farming practices which have been evolved and found useful in raising agricultural produce in all States should be examined and recommended for adoption in other areas similarly situated.

5. To avoid unnecessary wastage of water as also to ensure its best use, study into the optimum requirements of irrigation water for different crops and regions is necessary.

6. A higher percentage of seed-saturation has been achieved in case of varieties suitable for irrigated areas. But little seems to have been done in case of crops grown in unirrigated and dry farming areas, especially for coarser grains, for which detailed investigation on regional basis should be carried out by the State Governments.

7. Producing methane gas from cow-dung has been tried as an experiment at several places. But some doubt exists about its economics and application under village conditions. These should be investigated with a view to popularise its use on an extensive scale.

8. Complaints have been made about the harmful effects of



fertilizers and insecticides on soil. Though their use at present is not extensive, it is likely to be so in the near future. Researches in this connection have been carried out in other countries. The Plant Protection Organisation may tabulate the results of these researches for suitable action in this country.

9. Fruit preservation methods capable of being practised in remote villages with local material and equipment should be evolved, so that the industry may retain its cottage industry character.

10. Cultivators can be persuaded not to use cow-dung as fuel if alternative fuel like coal and coke which is not available in the area is supplied to them in sufficient quantities at reasonable rates. Such a possibility may be examined.

11. Nutritious and high-yielding varieties of fodder suited to different regions should be evolved to replace the existing ones which are poor in quality and yield.

12. Various new terms like 'Development Blocks, Extension officers, Community Projects, National Extension Service', etc., has recently come into vogue. Their equivalents in different languages are neither uniform nor always intelligible to the villager. A Committee should be appointed to devise simple and meaningful terms which can be easily understood by the common man.

13. Export of cattle of good breed to large cities like Bombay, Calcutta, etc., and their subsequent slaughter is reported to be taking place on quite an appreciable scale. This is a problem which requires special study to prevent such waste of useful milch cattle.

14. In some cases, Central Cooperative Banks undertake to pay high rates of interest on fixed deposits and lend the same to cooperative societies at even higher rates instead of obtaining necessary funds for the purpose from the Apex or Reserve Bank. The farmer is thus compelled either to accept the loan at a very high rate of interest or to go to the money-lender. This matter needs further examination and calls for remedial measures,



सत्यमेव जयते



**R E P O R T**  
**of the**  
**TEAM FOR THE STUDY OF COMMUNITY PROJECTS**  
**AND NATIONAL EXTENSION SERVICE**

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## INTRODUCTION

THIS Volume brings together the various studies that were organised by the Team. They relate to important subjects which are relevant to some of the points discussed in the main Report.

2. The Secretariat of the Team, organised studies on Local Government and rural areas. These studies summarise the present position of Panchayats, Janpad Sabhas and District Boards. This is followed by studies in local government organisations in Sweden, the United Kingdom, the United States of America and Yugoslavia. These countries have been selected as they offer different methods of democratic decentralisation in local administration.

3. The next series of studies were made by the Programme Evaluation Organisation of the Planning Commission at the instance of the Team and on its behalf. They relate to certain aspects of the community development activity and we consider that they merit studies by all persons interested in rural welfare.

4. The next paper in this volume is by Shri M. S. Sivaraman, I.C.S., Programme Adviser to the Planning Commission and Adviser on Agriculture to our Team. With the increasing urgency for raising our food production and the shortage of available chemical fertilizers it has become essential that we should exploit other manurial resources. This paper indicates how much can be done in this direction without much demand on public funds. Shri Sivaraman has also made useful observations on the simple inexpensive and effective machinery for distribution of seed, in operation in certain areas which we expect will be of interest to the public and the administrations in other regions and States.

5. The last pages of this volume contain a work-study conducted by the Secretariat of the Committee on Plan Projects. This not merely provides useful information but also indicates that similar studies can be fruitfully conducted in other branches of our administrative activities.

BALVANTRAY G. MEHTA  
*Leader,*

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and*

NEW DELHI :

*the 11th December, 1957.*

*National Extension Service*

## I. LOCAL GOVERNMENT IN RURAL AREAS—THE PRESENT POSITION

### (i) PANCHAYATS

At the end of March 1956 there were some 1,23,670 Gram Panchayats covering more than half the total number of villages in the country. The second Five-Year Plan envisaged that according to the tentative programmes drawn up, the number of village panchayats will increase to 2,44,564 to cover almost the entire countryside, by the end of 1960-61. All the States except Tripura have legislation to establish statutory panchayats in the rural areas. The progress measured purely in quantitative terms has been more pronounced in Uttar Pradesh, Punjab, Mysore, Kerala and the erstwhile States of Madhya Bharat and Saurashtra, where almost all villages are served by panchayats. The pace has been somewhat slow in Assam, West Bengal, Orissa, Rajasthan and Andhra, while other States have made steady progress towards the goal. But it would be obviously erroneous to judge the progress made merely by the number of panchayats in relation to the total number of villages in any State, or in terms of their physical achievements. There are the intangible factors also which should be taken into consideration, for instance, it would be worthwhile to know to what extent panchayats have helped to provide effective leadership to the local community. Despite the fact that the general picture is one of progress in all States and signs of healthy growth are noticeable here and there, there are yet substantial elements of instability and weakness present in a majority of panchayats. The available information indicates that possibly not more than 10 per cent of the total number of panchayats are functioning effectively, roughly one-half are average and the remaining about 40 per cent are working unsatisfactorily.

### Structure

2. The pattern of organisation, constitution and jurisdiction of panchayats vary in different States. The interplay of needs, resources available and administrative convenience have produced a variety of policies under given local conditions. In the areas covered by the former States of Saurashtra and Madhya Bharat, there are three tiers of panchayats. Assam has primary village panchayats which act as agents of the Rural Panchayats constituted by indirect election and comprising a number of primary panchayats. West Bengal, which had the system of purely elected Union Boards, proposes by the Panchayat Act, 1956, to establish a two-tier system, *i.e.*, gram panchayats and anchal panchayats, the latter comprising a number of gram sabhas. The pyramidal structure of panchayats in Madhya Bharat has gram panchayats as the base, kendra panchayats above them at the Block level and mandal panchayats at the district level. The three layers are organically inter-linked. In Saurashtra there are gram panchayats at the

bottom, a Gram Panchayat Mandal whose functions are mainly advisory at the district level and the Gram Panchayat Madhyastha Mandal which is the apex body whose main functions relate to the encouragement, supervision and co-ordination of the work of gram panchayats. In some States, for example, Madras and Madhya Pradesh, panchayats are classified into two or three categories on the basis of population and revenue.

### **Constitution**

3. The membership of a panchayat varies in different States. The number generally ranges from 5 to 15 depending on the total population of the village's included in a panchayat. Provision exists for reservation of seats for Scheduled Castes/Tribes and depressed classes for a period of ten years. In certain States, for example, Saurashtra and Bombay seats are also reserved for women. In some States the Sarpanch is elected by the Panchas from among their own number; in others he is elected by the general body or the whole electorate of the village or a number of villages, as the case may be. In Bihar the Mukhiya after he is elected is competent to appoint the members of his executive committee in the prescribed manner. The Mukhiya's right to select his own team gives him a powerful hand to shape the policies of the panchayat. The system is said to be conducive to the smooth working of the body. The term of office of panchayats runs from three to five years in different States.

### **Elections**

4. Elections to gram panchayats are on the basis of adult suffrage, by secret ballot in most States and by show of hands in others. In one State in case of about half of the total number of gram sabhas, the candidates including some harijans were returned unopposed in the last elections. It was observed that in most of the States, in the first elections, the persons elected were usually the elderly and conservative type (45—60 years) who were generally averse to change. It appears that in the second and later elections the composition has in many cases changed in favour of the age-group, 25—40 years. Often the panchayats consisted mostly of the wealthy and influential persons. It has been observed that in spite of the provisions contained in the Panchayat Acts for fixation of the number of seats for each ward and reservation of seats for Scheduled Castes/Tribes and Harijans, in general panchayats cannot be said to command the loyalty of all sections of the community especially the poorer tenants, the landless, the artisans and the backward classes; in practice the economically weaker sections have as yet little voice in the affairs of panchayat. In some cases they are in debt to the Sarpanch who is often a man of substance.

### **Extent of Jurisdiction**

5. The Panchayat Acts in most States provide that a panchayat be constituted for every village, provided that the Government may, if it thinks fit, establish a panchayat for a group of contiguous villages or more than one

panchayat for a big village. A number of States including Bombay, Uttar Pradesh, Madhya Pradesh, Punjab and Saurashtra have shown a preference for single village panchayats while some others, including Bihar, Orissa, Madhya Bharat, Kerala have decided in favour of group panchayats as far as possible. In Uttar Pradesh, with the creation of Gaon Samaj, a parallel body at the village level, under the provisions of the Zamindari Abolition and Land Reforms Act, it became necessary to co-ordinate their territorial jurisdiction and functions with the panchayats, and consequently now there is a panchayat for every revenue village with a minimum population of 250.

6. The chief merit of a single village panchayat is that it satisfies the elementary instinct of local inhabitants whose psychology can be summed up in the phrase, 'a poor thing but my own'. A multi-village organization is generally lacking in the emotional unity and, therefore, is likely to evoke less response by the people inhabiting more than one village in development work. It is, however, apparent that a group panchayat has greater chances of becoming a viable unit. Experience has shown that the group panchayat finds it relatively easier to push through schemes benefiting more than one village, such as inter-village communications. Little panchayats constituted for small villages are generally swayed by narrower considerations and sometimes dominated by caste interests which are toned down in a bigger body, comprising a number of villages inhabited by practically all castes. Membership of such a body infuses a wider outlook and a sense of responsibility which transcends narrow and parochial considerations. The group panchayats have found support on grounds of expediency also. The cost of field staff required for supervision and guidance would be enormous if panchayats were to be constituted for each village.

7. It is admitted that the working of some group panchayats is not smooth and misunderstandings arise over allotment of funds or such matters as location of a school or a dispensary. The delimitation of jurisdiction of group panchayats presents serious problems in some parts, for example, in Puri District in Orissa which is notorious in this respect. The attendance at meetings of a group panchayat is also thin. But by and large, however, the group panchayats are reported to be functioning satisfactorily and small differences are ironed out by tactful handling of the situation by the Sarpanch and the staff of the Panchayat Department. The real trouble arises where there are factions and feuds born of old rivalries between certain villages or leading persons in a village. Factions, however, are not peculiar to group panchayats and exist even in villages which have a panchayat of its own. There are whole villages torn by factions and squabbles in almost all States.

### **Functions**

8. The functions of the panchayats are generally divided in two categories, obligatory and discretionary. They cover a wide range, including municipal, administrative, cultural, social and development activities from sanitation, conservancy, crop experiments, promotion of cottage industries, to



registration of births and deaths. In a few States such as Assam, Bihar, Orissa and Saurashtra, the Panchayats are also required to make arrangements for watch and ward. There is a provision in the legislation in most States that besides the listed functions, the State Government may authorise any panchayat to exercise any other functions or duties. In some States this is made conditional to necessary funds being placed at the disposal of the village body. The Taxation Enquiry Commission was of the opinion that it was very necessary that instead of the multifarious functions which now figure in the enactments, a few well chosen and clearly defined duties should be assigned to the panchayats and that these should be co-ordinated with similar functions assigned to District Boards or other rural Boards. The Second Five-Year Plan emphasises the role of panchayats in the work of preparation and implementation of local development programmes. The object is that the panchayats should be closely associated with specific functions such as framing programmes of production in the village, organising voluntary labour for community work, promotion of small savings, rendering assistance in the implementation of land reforms and acting as a channel through which an increasing proportion of Government assistance reaches the village. It would appear that there is bound to be a considerable time-lag before the panchayats will be in a position to undertake these additional functions.

9. The actual performance of panchayats is generally limited to making arrangements for sanitation, conservancy, construction and repair of fair-weather roads, provision of domestic water supply and street lighting. Even these simple and elementary civic functions are not being performed with a degree of efficiency over large areas. Some of the panchayats also maintain reading rooms and libraries and have installed community wireless sets. Only a small number of panchayats, particularly those situated within or near the Block areas, have shown a zeal for development activities on any appreciable scale.

### **Panchayat Finance**

10. The panchayats are generally handicapped for want of adequate financial resources to meet the growing expenditures on local programmes of development. It is evident that without financial assistance from the State Government many panchayats cannot continue their existence. It would appear from the available data that the majority of working panchayats over large areas have an annual income not exceeding Rs. 500 from all sources, including Government subsidy. In Uttar Pradesh, the average annual income of a panchayat is now less than Rs. 200; but it was around Rs. 350 when the limit of population for constituting a *gaon sabha* was 1,000. The figure for Madhya Pradesh is below Rs. 250 and in Mysore by far the large majority of the panchayats have an annual income below Rs. 300. In Madras the average income of each of the 4,313 Class II panchayats from all sources was Rs. 1,437 in 1952-53. Class I panchayats numbering

291 in the same year reported a substantially higher figure at Rs. 31,753, excluding receipts on Capital Account. The financial position of panchayats in the pre-reorganisation Bombay State and Saurashtra appears to have been better than obtaining in most other States. The majority of panchayats in Bombay had an average income of over Rs. 3,600 in 1954-55 and in Saurashtra of over Rs. 2,000 in 1951-52. But these larger incomes are mainly explained by substantial grants given by the State Government. For example, in Bombay, financial assistance to village panchayats from State sources rose from less than Rs. 7 lakhs in 1947-48 to Rs. 159 lakhs (R.E.) in 1956-57 which amount was shared by a larger number of panchayats. Deducting the cost of small establishments maintained by the panchayats, on account of pay of the Secretary who is whole-time or part-time in many cases, conservancy staff, contingencies and contributions for the upkeep of *nyaya* (judicial) panchayats, very little is left for constructive and welfare activities.

### **Main Sources of Income**

11. The main sources of income of panchayats are a tax on property, cess on land revenue or rent, a tax on animals and vehicles and profession tax. These three or four taxes are generally compulsory. There are about a dozen optional taxes and fees such as octroi, taxes on shops, bazars and markets, a pilgrim tax, fees on goods exposed for sale, fees for the use of *serais*, *dharamsalas*, rest houses, a drainage fee and lighting rate, water rate etc., where such services are provided by the panchayats. In most States only three or four taxes including the compulsory and optional ones are utilised by the panchayats, and even these do not appear to be fully exploited. The income derived from non-tax sources such as markets, cattle pounds, tanks, pisciculture, management of waste lands, etc., is negligible in most cases. There are a few panchayats in Orissa and elsewhere which are getting a net income of Rs. 3,000 to Rs. 4,000 yearly from pisciculture alone. The Punjab Government made a provision of Rs. 10 lakhs in 1956-57 budget for assisting panchayats in creating revenue-yielding assets. Advantage was taken of consolidation of holdings operations to carve out a plot for the benefit of panchayats which could be utilised to set up an orchard or a model farm etc.

12. The potentialities of a labour tax have not yet been fully realised in most of the States. This tax is optional in most States; in Bihar where it is compulsory it also operates as a voluntary levy since the provisions in the Act regarding its recovery by distraint and sale of property are not enforced. *Shramdan*, which is another name of voluntary labour tax, is reported to have produced good results particularly in Bihar, Uttar Pradesh and Rajasthan. In Saurashtra it is open to an assessee to pay the panchayat taxes in cash or by way of labour or partly in cash and partly in the form of labour.

13. In about half a dozen States including Bombay, Madras, Andhra, Mysore, Punjab, Madhya Bharat and Saurashtra, panchayats are given a

share of land revenue varying from 5 per cent to 33-1/3 per cent of the previous year's collections. The Bombay Government since 1954-55 gives a statutory grant equivalent to 30 per cent of the ordinary land revenue which accounts for about a third of the total income of the panchayats. Since the introduction of this grant (formerly the panchayats were allotted 15 per cent share of land revenue) the special grant towards the pay and allowance of Panchayat Secretaries and all other grants for specific purposes (except for water supply) have been discontinued. In Bihar, Government grants account for more than half the total income of the panchayats. In several States, for example, Madhya Pradesh, Uttar Pradesh, Bihar, Orissa and Saurashtra, the State Government meets the expenditure on account of the salary bill of Panchayat Secretaries either in full or in part. In some States, for example, Orissa, West Bengal and Assam every newly established panchayat is given a lump sum grant of Rs. 150 to Rs. 200 to enable it to develop its own sources of income. Loan assistance for production schemes and to finance schemes on Capital Account is also provided in a few States, for instance, Madras, Andhra and Orissa. Incidentally, one of the objects of such assistance is increasing the income of panchayats from non-tax sources.

### Limitations

14. Despite the multiplication of the number of panchayats, their achievements on the whole are modest and unevenly distributed among the States and within the States these are confined to relatively small areas. There is a wide gap between the legislative framework and the actual working. The limitations are partly administrative and financial and partly temperamental and these again are interlinked. The administrative limitations mainly relate to deficiencies in trained personnel for working as panchayat executives and lack of co-ordination and of adequate guidance and supervision. Good progress has been made during the past few years to provide either whole-time or part-time secretaries to village panchayats and arrangements for their training, howsoever, inadequate, have been made by the State Governments. In some States training camps and conferences are organised from time to time to reorientate the minds of Sarpanchas, Panchas and Panchayat Secretaries. All these efforts, however, represent only a beginning and will have to be stepped up to meet the future requirements. The major problem is to make adequate provision for guidance to panchayat personnel and this aspect has received little attention so far in most of the States. There is not enough of competent trained men for field work or their charge is so heavy that they are not able to devote much attention to this side. The emphasis of inspection continues to be on occasional routine visits for check-up of registers maintained or required to be maintained by the panchayats as against trying to solve their difficulties and stimulating them into constructive activity through persuasion and sympathetic understanding of the problems facing them, which is the prime need. In a few States commendable

progress has been made in this direction mainly through the efforts of non-official workers. In some States, it is alleged, that the control exercised by official agencies both from outside as well as inside, has curbed the initiative of the panchayats. General powers of control and supervision are vested in the State Government who can delegate these to the "prescribed authorities". The prescribed authority in most States is the Collector and the Inspector of Local Bodies as in Madras. In Bombay, District Boards are given limited powers of control and in Madhya Pradesh (Mahakoshal) the *Janapada Sabhas*. The supervision exercised by District Boards and *Janapadas* over the work of panchayats is scanty and ineffective in actual practice.

15. There are three major aspects of the problem relating to finance: inadequate resources allotted to panchayats under the Acts, a general reluctance to make use of the existing resources and general inefficiency in tax administration. In the sphere of finance, some of the difficulties are partly administrative and even temperamental. Although the financial position of panchayats shows a slight improvement as a result of various steps recently taken by the State Governments, it cannot be said that the panchayat finances have been placed on a sound basis. Not all panchayats levy even the compulsory taxes and fewer still collect them with any degree of efficiency. There are heavy arrears almost in all States. For example, in Uttar Pradesh only about 45 per cent of the taxes imposed during the last eight years were realised and arrears at the end of 1956-57 were estimated at Rs. 4.65 crores. In Bihar, Orissa and Madhya Pradesh, it is reliably learnt that the collections do not exceed 25—30 per cent. In many cases the Sarpanch and Panchas are among the defaulters. The complaints of discrimination in assessment are fairly common and in a few cases of deliberate victimisation. The assessment lists are not generally revised periodically. There is a general aversion to adopt coercive measures, which it is feared, will make the panchayats unpopular. It is expected that the heavy arrears may have to be written off on such grounds as drought, famine or floods but such a step without making effective arrangements for the future will only spell permanent failure. It is well to bear in mind that the general failure to assess and collect the various taxes and fees has wider repercussions. It creates an atmosphere unfavourable to the growth of panchayats.

16. The temperamental limitations of panchayats as constituted at present arise mainly due to two or three causes. One is that panchayats in general do not truly represent all the elements in village life including the haves and have-nots. This aspect is tied with land reforms and other measures for solving the problems of unemployment and under-employment in rural areas. Secondly, there are internal factions and feuds which are sometimes of old standing and continue to mar the smooth working of this institution. The number of panchayats which are torn by factions or in which squabbles are rampant is large. In fact in some States they are in a majority. Factions are baneful to the growth of community spirit but they

have not proved to be an unmixed evil. Experience has shown that sometimes they are a spur to action when rival groups vie with each other to win the confidence of the electorate through various measures to promote general welfare. The question of removing factions assumes special importance in the case of group panchayats which are prominent in some States. Great care has to be taken in selecting the constituent units so that the Panchas should be able to work as a team. The main factors taken into consideration for the purpose of grouping at present are contiguity, distance between the constituent villages and homogeneity. At the same time grouping of villages to form one panchayat has sometimes led to the softening of village dissensions. It is of utmost importance for the success of this institution that grouping should not be forced against the expressed wishes of the people. There are no short remedies to remove or overcome old factions and feuds.

#### (ii) JANAPADA SABHAS

17. *Janapada Sabhas*, confined to Mahakoshal area, were established under the Central Provinces and Berar Local Government Act, 1948. The jurisdiction of *Janapada Sabhas* was made co-extensive with tehsils or taluks and following their creation the District Councils and Local Boards were abolished.

#### **Constitution**

18. A Janapada is divided into rural and urban circles, the urban circle comprising municipal and notified areas and the rural circle the remainder area of a tehsil. The rural circle is divided into electoral divisions, each division returning one councillor. A certain number, not exceeding one-sixth of the total number as may be prescribed, are elected by the Municipal Committees and Notified Area Committees. Besides, a few representatives of backward classes and of women are specially selected by the elected councillors. A Sabha consists of a minimum of 28 and a maximum of 40 councillors, depending on the population of the *Janapada*. The term of office of a Sabha and every councillor is five years. A Sabha at its first meeting elects a chairman from its own body or from other persons residing in the *Janapada* area who holds office for the term of the Sabha. Each Sabha appoints out of its body five Standing Committees for finance, public health, public works, education and agriculture. The chairman of a Standing Committee is either elected from among the councillors or from other persons residing in the *Janapada* area. Besides each Sabha has to constitute an Administrative Committee consisting of the chairman of each Standing Committee and the chairman and deputy chairman of the Sabha. The State Government appoints a servant of the Government as part-time Chief Executive Officer of the Sabha who may be assisted by one or more deputies, if necessary. The salaries of these officers are chargeable to State revenues. The policies are laid down by the *Janapada Sabha* and are to be executed by the Chief Executive Officer.

## Functions

19. The functions of *Janapada Sabha* cover a wide range and include all measures likely to promote the health, education, welfare and convenience of the people living in the rural areas. There is a small list of things which a *Janapada* must do and a somewhat longer list of things which it may do at its discretion. The Sabhas have also got powers of inspection, supervision and control over panchayats and less powers in respect of Municipal and Notified Area Committees situated within their areas.

## Main sources of Income

20. The main sources of income of *Janapada Sabhas* are (a) compulsory cess on land revenue at the rate of 30 pies in the rupee; (b) 5 per cent. share of land revenue; (c) fees and charges from cattle pounds and (d) Government grants. Other sources of income cover fees from markets, licence fees of various kinds, rents and profits accruing from nazul property and half per cent surcharge on stamp duty on the transfer of certain immovable property, the proceeds of which are to be distributed among village panchayats, municipalities and notified area committees.

## Causes of Failure

21. The main object of establishing *Janapada Sabha* was the decentralisation of administration with *Janapada* as unit of administration. The scheme has had a fair trial for over eight years and the results are admittedly disappointing. The main activities of the *Janapada* are related to running of primary schools and a few dispensaries, management of cattle pounds and maintenance of roads. The record of work even in these limited fields is not satisfactory. In most of the *Janapadas* the salaries of school teachers are not regularly paid and the maintenance of cattle pounds, roads and buildings in their charge is badly neglected. There are dispensaries and maternity homes but the newly constructed buildings are not always manned by doctors and trained nurses. The majority of *Janapadas* cannot afford to employ a qualified engineer and a Public Health Officer. All the technical departments except the public works which has an overseer are manned by clerks who do not possess even a rudimentary knowledge of subjects like agriculture and public health. The appointment and transfer of teachers and cattle pounds constitute the main trouble-spots, which engage the attention of most of the *Janapadas*. The work in connection with panchayats is neglected as the *Janapadas* have no field staff for the purpose of inspection, supervision and guidance. Moreover there is dual control in this field by the *Janapadas* and the Directorate of Panchayats and Social Welfare.

22. The difficulties of *Janapadas* are at least in part due to their poor financial resources which are inelastic. To this factor may be added the failure to collect even the land revenue cess in full which is an important source of their income. They mainly depend upon Government grants which

represent about 55 per cent of their total income. Among other causes of failure of *Janapadas* may be mentioned the internal factions, the position of the Chief Executive Officer *vis-a-vis* the *Janapada* and the independent status of the Chief Executive Officer as the sub-divisional officer. The vacuum created after the abolition of District Councils nine years back has remained unfilled. The position of the Chief Executive Officer in the present set-up is unenviable. The responsibility for executing the decisions of the *Janapadas* and co-ordinating the work of Standing Committees rests on him. As he has other important duties to perform as sub-divisional officer he can spare little time for the work of the *Janapadas*. In the performance of his delicate duties the Chief Executive Officer sometimes appears to have received inadequate guidance from the busy Collector or the State Government. The powers of dismissal and to take other disciplinary action are vested in the Administrative Committee. The staff, therefore, generally do not owe allegiance to the Executive Officer who might be transferred at any time but the chairman of the *Janapada* or at least the party to which he belongs will continue for the full term.

### (iii) KENDRA PANCHAYATS

23. Kendra Panchayats, which are intermediary bodies between Gram Panchayats and Mandal Panchayats at the district level, were established in Madhya Bharat under the Panchayat Act, 1949. Originally this body was created for every Revenue Inspector's (Kanungo's) circle but after the second elections, they were re-established at the block level. Each of them consists on the average of 32 members of whom 30 are elected by secret ballot from among the Panchas of the Gram Panchayats and one representative each of backward classes and women. The functions of this body cover among other things, adult education, development of agriculture, cottage industries, trade, watch and ward and assisting Gram Panchayats generally. The tax powers of the three types of panchayats are not clearly demarcated. The annual income of Kendra Panchayat is roughly between Rs. 5000-6000, which goes into establishment costs and to meet the deficits of Nyaya Panchayats. The balance left is so little that the Kendra Panchayats cannot undertake any original works nor they are in a position to render material technical assistance and guidance to the Gram Panchayats.

### (iv) DISTRICT BOARDS

#### Composition

24. There are some 206 District Boards or District Local Boards spread over all the States except Assam, Kerala and Madhya Pradesh (Maha Koshal). In Orissa, District Boards were dissolved and taken over by Government in 1954 as a preliminary step to introduce Anchal Sasans. The District Boards consist of a prescribed number of members, elected on the basis of adult franchise, reservation of seats being provided for Scheduled Castes, and Scheduled Tribes and in a few States for minorities and

women also. The term of office varies from three to four years but may be extended to an aggregate of five years. The President and Vice-President are generally elected by the Board from among its own members. In Uttar Pradesh, the Chairman of the District Board is elected by the entire electorate while the Vice-Chairman is elected by the Board Members. In some States there is a provision to co-opt a number of members in proportion to the total elected strength. In most States the State Government can authorize certain officials of development Department at the district level to attend meetings and to participate in the deliberations of the Boards without having the right to vote.

### **Powers and Duties**

25. The functions of District Boards like those of the panchayats cover an extensive field and relates mainly to education, medical, sanitation and public works. In some States the Boards maintain primary, middle and in some cases high schools and give grants-in-aid to other schools in the district. They also run hospitals and veterinary dispensaries. In Bombay and Bihar the District Boards are also required to supervise and co-ordinate the work of panchayats and in West Bengal of Union Boards, and the burden of audit of accounts of the panchayats in a few States also falls on them.

### **Finance**

26. The main sources of income of District Boards are Government grants which alone account for 40—55 per cent of their total income, land cess and educational receipts. The Bombay Government gives a statutory grant to District Local Boards, equivalent to 15 per cent of the land revenue collections. The District Boards also get some income from profession tax or the tax on circumstances and property (as it is called in Uttar Pradesh), entertainment tax, surcharge on stamp duty and licence fees. Besides the general grants-in-aid, the State Governments usually meet a percentage of the dearness allowance given to the staff and in a few States for example, Bombay, the salary bill of the Chief Officer or Engineer also.

### **Quality of Work**

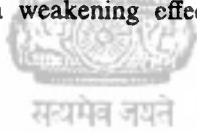
27. With few exceptions here and there the quality of work performed by the District Boards is not encouraging. While their financial resources are inadequate and on the decrease partly as a result of the establishment of panchayats, the scope of their activities has gradually expanded and the cost of establishment has gone up due to the rise in general price level. In sum, the Boards have somehow managed to keep going mainly through increased financial assistance by the State Governments in the form of larger grants and loans. In a few States, of late primary education has been transferred to an independent *ad hoc* body, the District School Board or vested in the District Superintendent of Education, who is appointed by the State Government and dispensaries and intra-district roads have been taken over by the State Government. The changeover has been motivated in part by an



anxiety to secure uniform standards of services but mainly because the District Boards were not able to manage such activities up to a standard of efficiency.

### **Reasons for Failure**

28. The gradual eclipse of District Boards from the social polity is due to several factors both internal and extraneous. The internal factors relate to their deteriorating finances and enlargement in the scope of their functions under pressure of social and economic changes. There is a general reluctance to levy fresh taxes and enforce existing ones effectively. Illustratively one District Board with annual income of Rs. 12.6 lakhs (of which Government grants accounted for 7.6 lakhs or three-fifths) had a sum of about Rs. 2½ lakhs as outstanding arrears on the 31st March, 1957 which formed about half of its annual income from taxes and fees. The complaints of under-assessment and interference by elected members are common. The District Boards vary greatly in size and population and some of them are manifestly unwieldy. The present position under which policy-making as well as executive functions are vested with the President and the Standing Committees, consisting of elected members has had an adverse effect on the efficiency of working of these bodies. The reduced powers and transfer of certain important functions have also undermined the importance of this body. To this may be added the multiplicity of committees, both statutory and *ad hoc*, appointed at the district level. For instance, the constitution of District Planning Committees practically in all States has had a weakening effect on the powers of District Boards.



## II. LOCAL GOVERNMENT IN SOME FOREIGN COUNTRIES

### (i) SWEDEN

In Sweden the traditions of local self-government are very old but the organisation of local self-government in its present form has existed for hardly a century. The local bodies comprise rural and urban Communes which are primary units and the provincial Communes. The last-mentioned correspond to the 24 provinces in which Sweden is divided plus one for Stockholm. In recent years, the distinction between the rural and urban Communes which was never a sharp one has begun to fade away further. Many 'cities' cover rural areas also and there are rural Communes with large urban areas. The urban areas account for about 70 per cent of the total population whereas population of the cities forms 48 per cent of the total. Many rural Communes were too small and poor to be able to provide anything like efficient services in their areas, particularly in the field of social welfare and this led to the reorganization of boundaries of rural Communes (districts). Until 1952 Sweden had between 2,000—3,000 rural Communes with an average population of 1,500 persons. In 1946 a law was passed which aimed at a fresh division of the country into rural Communes and the process of re-distribution of areas was begun six years later. The number of rural Communes was reduced to 904 and the average population rose to over 4,000.

#### **Constitution**

2. The organisation and work of the Communes is governed by Communal laws and by special legislation, each type of Commune having its own particular Communal law. The Communes are administered through a Council consisting of 15 to 20 members in the case of rural Communes and 20 to 60 for cities and Provincial Communes. The members who are called delegates are elected for four years by citizens above the age of 21 years, who are not under some form of guardianship. The elections are held on a proportional representation basis, almost always on party lines. Experience has shown that political differences have not prevented the members from co-operating in most local matters for common good. The Chairman of the Council is elected by the members from amongst themselves. He is assisted by one or two deputies who are elected annually.

#### **Executive Committee**

3. For administrative purposes, an executive committee, elected by the Council is a common feature of local government institutions in the Scandinavian countries. The main role of the executive committee is to prepare and present matters for consideration by the Council and to carry out its decisions. The Executive Committee is also responsible for the management of local property, the preparation of the budget and other current business. There are other committees constituted in accordance

with the Communal laws for subjects like ports, roads, markets, poor relief, child welfare etc. With the great increase in the local government work and enlargement of districts it has become difficult for the elected members to deal with details of administration themselves. The Communes have therefore begun to employ a growing number of technicians, official and clerks; the majority of the latter are trained in social work and public administration.

#### **Function**

4. The main functions of rural and urban Communes are the maintenance of a police system, poor relief, child welfare, public welfare assistance and unemployment relief. These functions are obligatory under the law. Elementary Education too falls to their share although in small rural Communes it is still to a large extent under church administration. The rural and urban Communes are also entrusted with certain agency functions in various fields by the Government. Large urban Communes undertake public utility enterprises such as gas and electric works, transport and housing construction. It is, however, realised that such functions as education, poor relief and relief of the unemployed can be more effectively performed not by one Commune but through the cooperation of several Communes. Medical care and certain other functions (details not available) are the responsibility of the Provincial Communes. They are charged with economic and administrative authority in the fields within their jurisdiction. For instance it is for the Administrative or Executive Committee of a Provincial Commune to decide whether a drunkard will have to be put into an institution for alcoholics or not. Such decisions are subject to appeal to the Supreme Administrative Court.

#### **Finance**

5. The principal source of income of the Communes is the general Communal tax levied on the basis of income and the real property of a person. It is independent of a similar tax levied by the Central Government but it is based on the assessment of the central tax. To ensure economy and efficiency of collection, the two taxes are jointly administered by the Central Government and proceeds of the local tax transferred to the Communes. The amount of rates of the Communal tax are determined by the Commune itself at the time of adoption of its annual budget and need not be submitted to the Central Government. Government grants form an important source of revenue for the rural Communes and in 1952 covered about 30 per cent of their expenditures. The grants are mostly in aid of salaries of teachers and police officials and towards the cost of school buildings and other public works, hospitals, child welfare, poor relief and equipment for fire brigades, etc. Those Communes where the burden of taxation has reached a high level may receive a general subsidy, the main factors to be taken into account being the level of local taxation and population in relation to the total income tax returns. A particular feature of the revenue system of local bodies in Sweden is that land or real estate is not looked upon as a primary subject for taxation.

## Control and Supervision

6. The local authorities in Sweden enjoy wider autonomy than in most European countries. The right of local self-Government is embedded in the Constitution itself. Neither the Provincial Communes nor a State authority has the right to challenge or modify or alter any resolution passed by the Communal Council. However, an inhabitant of the Commune can apply to the court even if a resolution in question does not directly affect him. It is only in very few cases that a resolution passed by a Commune requires the approval of a high authority. One such instance is the raising of a loan, repayable over a period longer than five years; this is subject to approval of the Government. Technical supervision is provided by the Central agencies, for example, the Medical Board which supervises medical care and health, activities which absorb the major part of the budget of the Provincial Communes.

### (ii) UNITED KINGDOM

In England, Wales and Northern Ireland with the exception of the Metropolitan area to which a different set of laws apply in many fields of local government in the rest of the country, (except Scotland) the local authorities are—

- (a) Parish Meetings (4,100)
- (b) Parish Councils (7,000)
- (c) Rural District Councils (508)
- (d) Urban District Councils (599)
- (e) Non-County Borough Councils (317)
- (f) County Borough Council (85)
- (g) County Councils (67)

One remarkable feature of the local Government in England and Wales is the absence of any organic link between the various units. Each Council is directly elected and has its own rating power except the Parish Council. The areas of Counties, Rural Districts and Parishes overlap. The County Boroughs are however complete units by themselves. The Administrative Counties have to share some of their functions with Boroughs, Urban Districts and Rural Districts which are secondary units. There is no clear distinction between what may be described as urban or rural local bodies in some other countries.\*

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\*"The Boroughs represent towns of large size, the Urban Districts contain small towns with often a ring of rural surroundings; the Rural Districts, as their name implies, represent collection of villages, spread over areas....there are many borderline cases ; some very small towns boast the superior dignity of the title of Borough on account of their historic past, some Urban Districts are mainly rural in character; some Rural Districts contain market towns of fair size. The rural character of many urban Districts has been increased considerably in recent years by the great revision of district boundaries...the tendency being to place as many rural parts of the County as can conveniently be managed within reach of the more efficient services supplied by the wealthier urban aggregations."

Hasluck, C.L.: *Local Government in England* (1948).

## **Parish**

2. The Parish stands at the bottom of the structure of local government in England and Wales. Those with a population over 300 must have a Council, for those between 200-300 it is optional to have a Council, those with a population of less than 200 can have one if the County Council agrees. Every Parish must hold a Meeting to which all those on the election register have a right to attend. A Parish Council may undertake the cleansing of ponds and ditches, provide water supply from local sources besides street lighting, baths, wash-houses, fire-engines, parks, recreation grounds, libraries and maintain footpaths. It may, subject to permission from the Rural District Council, also undertake some of the sanitary duties usually performed by the latter and pay the salary of a clerk with the consent of the County Council. In actual practice the functions of a Parish Council consist largely of those which do not cost money. "The real use of the Parish Council is in calling the attention of other bodies to things which want doing". A Parish Council is not empowered to levy any rate or fees independently. The expenditure is met by demands on the Rural District Council which is a Rating Authority. General expenditure exceeding a 4d rate must be referred to a Parish Meeting. Besides special sanctions from the Ministry of Health, a Parish Council may spend up to a rate of 8d in the £ on general purposes, an equal amount on parks and recreation grounds (if the population exceeds 500) and a further amount regulated by various laws, on other functions.

## **Urban/Rural Districts**

3. The District Council is composed of a Chairman and Councillors. The Councillors are elected for three years, one-third of the number retiring every year, unless otherwise directed by the County Council. The Chairman is elected at the annual meeting from amongst the Councillors or from outside. The business of District Councils is transacted mainly through Committees consisting of some of the Councillors and a few co-opted members. The decisions of the Committees are generally to be submitted to the Council for approval.

4. The District Councils look after sanitation, water supply, public health, suppression of nuisances, cemeteries, maintenance of roads and lighting etc. The units, larger in size are also entrusted with functions relating to education, police and old age pensions. Although the constitution, functions and powers of the Urban and Rural Districts are more or less similar, the standards of efficiency expected of Urban Districts are higher mainly because of the concentration of population in urban areas which raises many social and economic problems. Also the resources available to finance local government activities are greater in the urban areas. After the passage of Local Government Act, 1929, specific steps were taken to enable the Rural Districts to obtain better sanitary services. Under the

1929 Act, the maintenance of public highways in Rural Districts was passed on to the Counties which incidentally helped to cheapen the cost of this service under a centralized administration. Further a County Council was allowed to take over from a Rural District Council the responsibility for the provision of any public health service and in case of sewerage and water supply to pay a contribution towards the expenses incurred by the Rural District Council.

### **Boroughs**

5. The Borough is the most important unit of local government in urban areas. The Boroughs have certain minor rights which Urban District Councils do not possess, for example, it is competent to take over management of the local police but a clause is now inserted in the Charter that it has no legal claim in this direction. Up to the year 1931 a Borough had the option to run elementary schools under certain circumstances but the Education (Local Authorities) Act took away this right from all local authorities below a County Borough.

### **County Boroughs**

6. The Administrative Counties and County Boroughs completely cover the map of England and Wales. The County Boroughs are separate units, in no way subordinate to the Administrative Counties. A town when it attained a population of 75,000 could apply to the Ministry of Health for County Borough status, subject to formal confirmation of the Parliament. The advanced status casts upon it new and important duties. The County Council is charged with the administration of poor-law system and increased functions in regard to insurance and pensions. It is the sole education authority in its area, from the nursery school to the technical college. It has to undertake comprehensive health services including those relating to tuberculosis, venereal disease, maternity and child welfare, care of the mentally deficient, maintenance of main roads and certain police functions.

### **County Councils**

7. There are some 67 Administrative Counties in England and Wales and Northern Ireland. The functions entrusted to Counties are those appropriately related to a large area, *e.g.*, principal roads, bridges, police, town and country planning, inspection of weights and measures, licensing of places of entertainment etc. These require the services of specially qualified and trained personnel which is normally beyond the resources of secondary units to employ and moreover there would not be whole-time work for such personnel in a small area. Education being of basic importance is also administered by the County Councils in collaboration with Rural and Urban District Councils.

### **Control and Supervision**

8. The local government in England is "legal, not prerogative". No local body can exercise any power unless conferred by law and if the

Government Officials or any Department are allowed by a discretion, it must be strictly according to the rules of law which has to be interpreted by the ordinary courts. If a local authority exceeds its powers, the remedy lies in applying to the ordinary Court for an injunction or declaration of a right. If a local body has failed to perform a duty a "writ of mandamus" can be obtained from the Court against the defaulting authority. The control exercised by Government is flexible and designed to assist the local authorities in carrying out their functions effectively in accordance with the laws. They pass their own budgets and appoint their own staff, subject to the regulations regarding qualifications etc. laid down in an Act of Parliament and raise about two-thirds of their own resources. The Government has no powers under the law to dissolve a local authority. Local Authorities are competent to make bye-laws on a number of subjects which are to be confirmed by the Ministry of Health but ultimately it is for the Courts to decide whether such an approval is legal or illegal. In order to secure a measure of uniformity, the Ministry prepares and issues model laws and bye-laws known as adoptive Acts and it is open to the local authorities to follow any such laws. Inspectors of various Government Departments have no executive powers. Certain officers of the Ministries are required to attend meetings of the committees of local authorities but they have no right of vote. Their role is that of advisers with a wider experience than most of the local officials possess. Government has the right to call for information, of conducting enquiries into the affairs of local government units, publishing reports, auditing accounts and sanctioning loans. The growth of grants-in-aid in recent years has also meant increased control in relation to such schemes which are financed either wholly or partly from Government grants or loans. To sum up, the relationship between the Government and local authorities in England is one of partners and not that between an all-superior authority and a subordinate agency.\*

### **Local Finance**

9. The importance and range of local finance in the United Kingdom, may be appreciated from the fact that the services which local authorities administer (including capital construction) represent roughly one-tenth of the national product; further they account for about one-quarter of the gross fixed capital formation, that is more than either the share of fully nationalized industries or of the Central Government itself. The total expenditure of local authorities in England and Wales has risen from £169 million (including £21 million on Capital Account) in 1913-14 to about £1,266 million (including £384 million on Capital Account) in 1950-51.

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\*The Minister of Health stated in 1949 that the Government believed that 'the right approach to the relationship between central and local government must be found in the two principles that local authorities are responsible bodies competent to discharge their own functions...and that the controls necessary to secure the objectives of Government policy and financial administration should be concentrated at certain key points leaving as much as possible of the detailed administration of a scheme or service to the local authority'. *Local Government in Britain* [(Central Office Information (1954)].

The outstanding loan debt, mostly in respect of capital works, was £2,252 million as at the end of 1950-51.

10. Total current receipts of local authorities in England and Wales from rates, grants and other sources have risen from £105 million in 1913-14 to £900 million in 1950-51. A little over one-third of the revenue is derived from the local rate or general rate which is levied on the rateable value of occupied property, an equal proportion (34 per cent.) comes from grants from the Central Government and the balance (32 per cent.) from other sources such as rents, fees and trading services. The relative contribution of the main sources of local income has changed considerably during the last over forty years. In 1913-14, the rates accounted for as much as 68 per cent., grants 22 per cent. and other sources 10 per cent. of the total receipts on revenue account. A century and quarter ago there were no grants at all, in 1936-37 the Central grants totalled about £135 million, when £3 out of every £8 spent by the local authorities on revenue account was subscribed by the Central Government. The figure rose to £305 million in 1950-51. The great increase in subsidies merely reflects the growing partnership between the Central and local authorities towards building the 'welfare' state on the one hand and acceptance of the integrated conception of local government on the other. Local rate is of special importance in the U.K., since it is the only independent tax which Local Authorities can freely use. Its yield has steadily increased particularly since pre-war from £191 million in 1938-39 to £305 million in 1950-51. In contrast, the principal heads of revenue of the Central Government have expanded at much faster rate. In fact, the post-war taxation burden of local authorities appears almost negligible in comparison with the heavy tax burden of the Central Government. The increase in expenditure of local authorities is counterbalanced to a large extent by an increase in grants from the Central Government. The slow growth of rateable value and, therefore, of the yield from local rates have been due mainly to two factors, (a) Government policy: Rent Restriction Acts froze the rents of most houses either at their 1914 or 1939 level and (b) grant of exemptions to certain classes of property. In 1929 factories and other industrial premises and property used for railways, docks and canals were exempted to the extent of 75 per cent. of their rateable value. At about the same time agricultural land and buildings also ceased to be subject to local rates. Another contributory factor was the absence of a general revaluation of property over a long period. The rating areas include County Boroughs, Boroughs and Urban and Rural Districts. The Counties and Parishes do not levy and collect rates. Under the Rating and Valuation Act, 1925, provision was made for the establishment of a number of assessment areas. Under the Local Government Act, 1948, the Board of Inland Revenue has been entrusted with the task of valuing of property for rating purposes which is a great improvement over the old procedures. The burden of rates is not excessive by any standards;



it represented about 3 to 4 per cent. of an average worker's income in the pre-war period and the incidence is now probably less on account of a relatively higher increase in money income than in rates. The greater part of the burden is borne by householders, who contributed roughly 60 per cent. of the receipts in 1948, the share of commercial establishments being only 15 per cent.

11. The grants to local authorities are of two categories, specific grants to meet the cost of particular services and general or block grants in aid of local expenditures. Examples of the former type are those for education, police, local health services, provision of housing, highways etc. As regards general grants, block grants which were distributed according to special formulae applicable to different activities were substituted in 1948 by Exchequer Equalization grants aimed at ensuring a measure of equality in the financial resources of local authorities. Unlike block grants these are not paid to all localities. The comparatively wealthy localities with a rateable value per head of population above the average normally are not entitled to receive any assistance beyond what they get towards the support of specific services. However, specific grants predominate; out of the total of £305 million grants disbursed to local authorities in 1950-51, £256 million were for specific purposes.

12. Some Local authorities derive a part of their revenue from trading services which are generally managed on commercial lines except that the object in most cases is not one of making a profit but to provide services on near-cost basis. They are mainly of the public utility type including water-supply, tramways, omnibuses, markets, restaurants, harbours, docks and piers, aerodromes and entertainments. Water supply, being in the nature of a health service, is in many cases subsidized from the local rates. Probably passenger transport provides the only example of a local trading service showing a sizeable net profit.

13. Of the revenue account expenditure of £743 million in 1950-51, education accounted for more than one-third (£269 million), and housing and health came next with a little over £100 million each. Between them the three services accounted for two-thirds of total local expenditures. Housing constitutes the major item of expenditure on capital account; its share in the total was 65 per cent. in 1950-51. The smaller units generally meet their requirements for a capital expenditure from the Public Works Loan Board and from the Local Loans Fund on comparatively cheap terms. The average rate of interest paid by local authorities on loans from the Board was a little over 3 per cent. in 1951-52. This has been raised since, with the change in monetary policy of Government. It is not unusual for the larger units to finance their needs from issues of stocks in the market. Another source of capital funds is the internal resources of the Local authorities themselves, mainly superannuation funds, sinking funds and reserve funds.

### Summing up

14. Many of the units, both urban and rural, continue to be so small that they are not in a position to provide efficient services in their areas. The Royal Commission on Local Government (1923—29) reported that the Parish Councils were more often not aware of their legal powers. It was decided to make a thorough enquiry into the extent and boundaries of the county districts with a view to evolve more suitable areas for administrative work. The task of re-drawing the maps was entrusted to the County Councils who were asked to prepare a scheme not later than 1932. As a result, some changes were carried out but no substantial progress could be made as the redistribution of areas in many cases caused resentment. In 1945 a special commission was set up to review the areas of all local authorities except those in the London region. The report submitted in 1948 contains far-reaching recommendations. The problem is further complicated due to constant changes in the status and boundaries of local government areas. "A Parish or even a whole Rural District will aspire to become a Municipal Borough, a Municipal Borough to become a County Borough". In some countries where the local body, say communes are an "all purposes local authority" and have the same powers and duties, the question of changing the boundaries in order to gain in status does not arise.

### (iii) UNITED STATES OF AMERICA

In the U.S.A., with a three-tier federal system of government, the local government structure is composed of counties, cities, towns, townships, villages, school districts and other special districts, approximately totalling to 116,700 different authorities. Roughly 36,000 of them are primary units consisting of 3,049 counties, 17,202 townships and towns and 16,778 municipalities. The majority of municipalities, about 13,000 are rural in character. Of the total number of local government units 79,665 or about 70 per cent. are special districts, the majority of them (67,346) being school districts and the remaining perform a variety of special functions. The weakness inherent in a multiplicity of small areas from the point of view of efficiency and economy is recognized. We shall revert to this problem later.

**County**

2. Every State (except Louisiana where sub-divisions are known as Parish) is divided into Counties. The population of Counties varies greatly, ranging from 300 to 4 million inhabitants; the average being 50,000. The County is a traditional unit of rural government, but there are many Counties with an urban element or covering urban municipalities within their areas. It is the basic unit of local government in the south and west while in the New England States the County is relatively less important than the town. In the north-west and north-Central States, towns and townships form an important supplement to the Counties. In those States where it is the primary unit of local government, the county usually serves as an election district and constituency for representation in the State legislature.

3. The functions of Counties vary considerably. They are generally concerned with administration of justice, maintenance of jails and reformatory schools, education, construction and maintenance of secondary highways and bridges, welfare work (poor relief) and promotion of public health. Other functions of the Counties which are not universal include collection of property taxes for the states (in addition for themselves) and such services as facilities, fire protection, provision of water and electricity etc.

4. In most States at the head of the County there is a Board either directly elected for a term of two or four years or composed of representatives of the subordinate divisions of the County, *i.e.*, towns or townships. Generally the Board members elect their own chairman, in some States the County judge or some other official acts as *ex-officio* chairman. Over a dozen counties have adopted the "manager system". The County Board which is the policy making body, elects a manager for an indefinite period who serves as the chief executive and has wide powers of appointment. This system has obvious advantages as the people know whom to turn to for results or a redress of a grievance but it has not proved popular. In 86 counties a non-judicial officer carries on most of the functions of the Board. The elective County officials are the sheriff, judge, clerk, treasurer, superintendent of schools, a health officer, a highway superintendent, a surveyor, an auditor, a veterinarian, a welfare superintendent, an agricultural agent, a woman home demonstration agent, an assessor and the coroner. These officials are not all found in the same Counties.

### **Town and Townships**

5. In addition to the Counties there are smaller rural areas known as the towns and townships. The town as a unit of rural government is still important in New England States. It generally varies from 20 to 40 sq. miles in area. In addition to carrying on certain duties for the States the towns are concerned with roads, schools, libraries, poor relief, public works and other services. The townships have lost their old importance mainly as a result of establishment of special districts for particular purposes and incorporation of some urban areas within them.

### **Special Districts**

6. Generally speaking, special districts were constituted for carrying out a single function but often more than one service is performed. The functions listed include among others, navigation, irrigation, gas, fire, drainage, sewer, water supply, power, light, housing, parks, library, soil conservation, cemetery, weed control, mosquito abatement etc. The most common types are roads, drainage, and irrigation districts. The special districts do not form compact areas and often cut across primary and secondary units of local government. They are authorized to raise their own revenues by taxation or levying charges for services rendered or both. The creation of special districts is justified on the grounds that certain services demanded by the

people could not be rendered by the normal units of government for reasons of administrative or financial inability or they were not appropriate units for the performance of such a service. The school district is the typical area for the support of a single elementary school which by tradition is considered to be the special care of local people. The governing authority of a special district is usually a locally elected board or a commission. This body is responsible for policy making, administration, selection and appointment of officials and other employees and raising money.

### Cities

7. There are some 3,464 cities which comprise larger 'incorporated' places. The boundaries, powers and the manner of election of the Council, etc., are defined in the city charter which is usually granted by the State legislature. Though the old system of electing "officials" still persists in many cities, the appointment on merit system is making head-way. The municipal functions include police, fire protection, street lighting, water supply, public works, sanitation, health services, welfare activities, housing, slum clearance, maintenance of parks, playgrounds, libraries, museums and theatres and operation of public markets and garages. They also run schools and in some cases municipal colleges and universities.

8. There are three main forms of city government: the mayor-council, the commission plan and the city-manager or council-manager. Under the commission plan, the commissioners, usually five in number, collectively constitute the city council which is the policy making and legislative body and individually act as administrative heads of the several departments. Under the city-manager form the elected Council functions as a deliberative and legislative body. The Council appoints the manager for a fixed or indefinite period and has complete control over him, including powers of dismissal. The city manager is authorized to appoint and control subordinate officials and is responsible for the day to day administration and preparation of the annual budget. More often the city manager is an engineer by profession. In 1950 over 930 cities or over one-fourth of the total in the U.S.A. had this form of government.

### State Supervision

9. The growth of activities of local government units in recent years has necessitated increased State supervision of functions which are of more than local interest such as education, health, public welfare (poor relief), roads, fiscal matters and personnel. The increased supervision has not followed uniform line; each State has tried to evolve its own techniques and administrative agency for the purpose. It has a two-fold aim: firstly to establish minimum standards of services which are not supposed to be rigid and allow freedom to the localities to pursue their own policies beyond, and secondly to supply technical assistance and advice with a view to improving competency of local officials and strengthening the organisation of local government units. This is to be achieved not by legislative controls and

issuing of orders but mainly by stimulating local initiative through persuasive and co-operative devices. In essence, State supervision is 'primarily State service, State advice and State cooperation'. The following supervisory devices are listed in the ascending order of their effectiveness: reports, inspection, advice, grants-in-aid, approval, review, orders, ordinances, removal, appointment, and substitute administration.\* The growth of State supervision has not always reduced the powers or functional load of local agencies. When accompanied by financial aid it has helped them to enlarge and diversify their activities.

**Local Personnel:** Efficient and qualified staff is a *sine qua non* of good management. State-local relations in the field of personnel activity have been of slow development. In only ten States, there is some kind of statutory supervision on and for local merit programmes. In most cases State Governments provide such services on optional basis.

**Fiscal operations:** Due to general inadequacy of local revenues to meet growing needs, the States had to assume greater responsibility in the fiscal field. Apart from the traditional types of control relating to constitutional and legislative limits upon local fields of taxation and local debts the following forms of control of an administrative nature have been utilized:—

- (a) reviews of local assessments;
- (b) inspection of local accounts, audit and reporting;
- (c) review of local budgets and indebtedness; and
- (d) financial aid in the form of shared taxes and increased grants-in-aid.

In thirty-eight States standard schedule accounting forms are prescribed so that some sort of uniformity may be maintained with respect to classification and terminology. The principal supervisory offices include State Tax Commissions, State auditors and State Departments of Finance. A significant feature is that "in the majority of cases what appears from the statutes to be supervisory powers are usually administered as if they were advisory duties and what is supervision in law is cooperation and assistance in practice". It is recognized that the simple rendering of advice can have an important educational effect which has lasting results in the long-run.

### **Local Finances**

10. The total revenue of local government units in 1950 was 13,545 million dollars of which tax revenue formed about 60 per cent., non-tax receipts 10 per cent. and the remaining 30 per cent. was represented by financial assistance received from Federal and State Governments. The major portion of tax revenue (about 90 per cent.) accrues from the general property tax, supplemented in the case of municipalities by local income

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\*Schyler Wallace quoted in the Report of the Committee on State-Local Relations appointed by the Council of State Governments (1946).

taxes, retail sales and excise taxes, taxes on amusements, special assessments, payments for business licences, enterprise earnings etc. The place of property taxation in State tax revenues has declined steadily since 1902 when it formed about one-half; the proportion now is less than 4 per cent. Particularly since the depression years, States have developed new sources like the motor vehicles tax, sales and gross receipts taxes and payroll taxes. The general property tax is an *ad valorem* tax on real and personal property. The bulk of the receipts from this source (over 85 per cent.) accrue from real estate. The main inadequacies of the tax relate to its administrative aspects. There has been a tendency (attributed to political pressure) to exempt an increasing number of property classifications, particularly home-steads, with the object of encouraging house-ownership. The growing complexity of property ownership has made the task of equitable assessment very difficult; inequalities arise generally from under-valuation of real estate and wide-spread variations or even failure to assess certain kinds of tangible personal property. These deficiencies are primarily due to the method of appointment of assessors who are popularly elected for a period, usually varying from one to four years, and who find it difficult to resist pressures from propertied classes. This in turn has led to large-scale evasion of taxation on both tangible and intangible property. Over the last twenty years, financially hard-pressed local units have been developing a number of miscellaneous tax sources like local income tax, corporation tax, retail sales tax and special service charges. The yield in most cases is not large and while some of these charges might be justified on the principle of direct benefit received, they are generally of a regressive character. The property tax continues to be the mainstay of local revenues; in 1950 of their total revenue it accounted for 52 per cent. and of their tax revenue 88 per cent. Individual and corporate income taxes formed less than 1 per cent. of the total revenue.

11. A significant item of receipts of local units is the financial assistance rendered by State Governments and to a small extent by the Federal Government. The growth in State assistance has been marked after the great depression when property tax declined as a source of local revenue. Inter-governmental aids to local bodies increased from \$76 million in 1902 to \$915 million in 1932 and a little over \$4 billion in 1950. Such transfers now represent about 30 per cent. of the current revenues of local units and include both grants and shares in certain state collected taxes. The bulk of State aid is absorbed by education, highways and public welfare.

12. The major part of local debt is incurred for schools and highways; in the depression years many large cities borrowed to finance unemployment relief. Borrowing on favourable terms is difficult for the smaller units and the States have extended aid in different forms by the State assumption of irrecoverable local debts and/or debt servicing, provision of loans to local units and investment in local securities. One method of maximizing State assistance suggested is the establishment of State-wide assistance and

reserve funds co-operatively with local units to reduce the dependence of State and local governments upon market funds to some extent. Another plan (known as the Parker Plan) aims at creation of a general reserve fund which would be available for all budgetary requirements in depression periods and not be limited to capital outlays: such reserve funds have been established in a few states; for instance the State of New York has set up a reserve fund for its own purposes and another for local assistance. The idea is to build up surpluses in good years to be utilized for the maintenance of essential services in bad years. The principle of federal support to supplement or extend the credit of States and local units is also well-established.

#### (iv) YUGOSLAVIA

Local self-government in Yugoslavia is conceived as part of the reorganisation of the political and economic system along the socialist path. The first steps in this direction were taken a few years back and the main features were incorporated in the new Constitution of 1953. Article 4 of the Fundamental Law lays down that social ownership of the means of production and self-government by the working people constitute the basis of social and political organisation of the country.

2. Social management has been extended to the public services of education (including elementary, higher and technical), health, sanitation, pharmacies and social institutions for child-care and protection of mothers, social insurance, housing, cinemas, theatres, publishing and other cultural activities. These activities are all socially managed and do not come under the direct control of Communes or Districts. The latter have only certain legal rights of control but cannot interfere in their detailed working.

3. There is a two-tier local self-government in Yugoslavia with the Communes (municipalities) as the primary unit and above them the districts. As a result of reorganisation carried out during 1955, the number of Communes and Districts has been reduced from the previous 4,121 and 341 to 1,200 and 95 respectively or less than one-third. This was done to enable the local government units to perform the new tasks placed within their jurisdiction more efficiently and economically, as far as possible from their own economic resources and to set up more capable and qualified leadership for all round progress of their areas. The population of Communes ranges between 1,000 to 50,000; about half the number of the Communes have a population of 10,000 or more.

#### **Commune**

4. The Commune has the following main rights and duties:—

- (a) to co-ordinate the individual interests of citizens with the general social interests as well as realization of the personal and political rights of citizens;

- (b) to secure the conditions for development of productive forces and effect distribution of the part of national income as realized in the Commune;
- (c) to organize public utility and Communal services;
- (d) to manage the general people's property under social ownership and the rest of it as entrusted to the Commune;
- (e) to care for the protection and improvement of public health, for universal compulsory (eight-year) education and specialised training and to secure conditions for the promotion of culture;
- (f) to care for public order and peace in the Commune;
- (g) to care for co-ordination of the interests and activities of economic organizations with the general social interests; and
- (h) to deal with the tasks directly affecting the Commune, to enforce the laws and other prescriptions, unless such enforcement was expressly placed within the jurisdiction of other organisations.

#### **The People's Committee of the Commune**

5. The People's Committee of the Commune is the basic organ of authority or self-rule of the working classes in the political, economic, social and cultural field. It has two houses: political and economic. Thus the Commune is not only a political-territorial nucleus but also an economic unit. The economic representative body is known as the Council of Producers. By 1955 the Council of Producers had been established for only 95 Communes out of a total of 1,200. Thus for the great majority of Communes the Communal People's Committee was but a political representative body. This was due to the fact that in the first phase of reorganisation of local government, emphasis was placed on the building up of the self-governing districts while the Communes remained relatively undeveloped. In the current year local elections are being conducted throughout the country and Council of Producers will be established in all the Communes. The People's Committee of the Commune is elected on adult suffrage by secret ballot for a three years' term. The membership varies between 15 and 50 depending on the population.

#### **Council of Producers**

6. The Council of Producers is a body representative of socially organised producers, including workers and employees of socialist economic enterprises, agricultural co-operatives and craftsmen who are members of professional craft associations and chambers. Nearly 95 per cent. of the agriculturists are organized in various forms of co-operatives. There are two electoral groups, one consisting of the producers engaged in industry, commerce and arts and crafts and the second of those engaged in agriculture. The representation of each group is in proportion to its share in the national income. The total membership of the Council of Producers is

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generally a little less than that of the political house. Both houses of the People's Committee take part independently in the preparation of the economic Plan and the Budget as well as other prescriptions and decisions affecting the economy, finance, labour relations and the social insurance scheme. Both houses participate in the enactment of the statute of the particular Commune. None of the cited Acts can be valid unless the text has been approved by both houses independently. In case of disagreement, an arbitration commission consisting of members of the Republican Assembly is constituted. Both houses jointly elect the President of the People's Committee who presides only over the joint sessions of the Communal Council and the Council of Producers. The separate sessions of the two houses are presided by its own chairman who is elected annually.

7. The link between the People's Committee and the economic enterprises is strengthened through the agency of the annual Economic Plan. As the representative body of the people, the Commune takes a hand in appointment of the directors of economic enterprises and exercises control over the lawfulness of the acts of the Workers' Councils and managing boards. The Commune is primarily responsible for securing the necessary material resources for the starting of new enterprises and institutions and for their further expansion, with necessary assistance from the Federal Republican authorities and the Districts. It offers guarantees for securing long-term credits and loans. With all these rights the Commune has no authority whatsoever to interfere in the organisation of production and labour and detailed operations of the economic enterprises.\* In the case of social institutions, for instance, primary and secondary schools, the Communal People's Committee invites applications for appointment of teachers, organizes inspectorates and decides any disputes that may arise between the administrative organs of such institutions. But it has no authority to interfere or to command apart from supervision on the legality of the acts of these institutions and co-ordination.

#### Powers

8. The People's Committee of the Commune/District occupies a central position as the highest representative body within the system of local government and administration. It is not subject to guardianship or control by the Central or State organs. On the other hand the People's Committee of the Commune/District are the repository of State authority. All organs of the State administration in the Commune and/or District are subordinate to

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\*There is a misconception in some quarters that through decentralization, the society had surrendered the economic enterprises to District and/or Communes. To quote Edvard Kardelj, "This is a highly mistaken notion. Society has not surrendered those enterprises to any special organs outside those enterprises but has entrusted management to the working collectives themselves in that, within the frame-work of the Economic Plan and laws, it had simultaneously freed the rights and obligations also of those self-governing organs of the producer towards society.... Accordingly today we no longer have either federal republican or local enterprises, but we have self-governing social enterprises which are simultaneously both federal republican and local and at the same time they are social enterprises".

Edvard Kardelj : *The New Organisation of Municipalities and Districts* (1953).

the People's Committee, unless determined by law otherwise. The Communal People's Committee has the authority to issue binding legal prescriptions within its own sphere and it may provide for administrative penalties. The Commune applies directly the laws and other prescriptions of the higher State organs and determines the constitution and operation of its own organs and constitutions. The District also possesses these powers and resources, but it is subject to certain restraints as compared to the Commune. While the Commune is an organ of the first order in administrative producers, the District is so only in terms of special authorization.

### **Councils**

9. The People's Committee of a Commune/District has five Standing Commissions whose business is to prepare proposals and submit reports to the People's Committee. All People's Committees have statutory councils which perform executive-administrative functions. A People's Committee of Commune normally has 10 to 15 councils for the economy, public utilities, housing, education and culture, health social welfare, mother and child protection, labour and labour relations, general administration, etc. The responsibility for the enforcement of the decisions and prescriptions of a People's Committee rests on the councils. They also help to secure permanent working contact between the People's Committee and the organs of administration, e.g., divisions, departments, inspectorates, boards, etc., and lay down directives for their guidance. The President and Members of the Council whose number ranges from 5 to 13 are elected by the People's Committee at a joint session of both the houses.

### **Officials**

10. The Secretary is the highest official of the People's Committee. He has the right to attend the meetings of the People's Committee and its councils, participate in the discussions but is not entitled to vote. Every Commune has a magistrate who is selected by the People's Committee. The officials of the People's Committees have the same status as the officials at large. The appointments are made by the People's Committee proper. Approval to the appointment of individual specialized officials in the case of a Commune is granted by a special commission on personnel of the District People's Committee and for employees of the latter by the Republican State Secretariat.

### **Local Committees**

11. Mention may be made here of some other organs of local self-government in Yugoslavia. These include the local committee, meetings of electorate and referenda. Local or village committees appear as the decentralized organs of the Communal self-government in the larger Communes. They are not a statutory body nor the executive organs of the Communal People's Committee or Republican authority. There were some 7,500 local committees with 67,400 members as at the end of 1955. A Local Committee consists of all the members of a Communal People's Committee-elected

from a particular locality or else it may be elected directly by the local inhabitants. Membership varies from 5 to 9 according to the size of the locality. These committees are established to stimulate wider public participation in self-government and for performance of certain tasks which are of direct interest to the local communities, such as the construction and maintenance of village roads and streets.

### **Meeting of Electors**

12. A public meeting of all adult citizens who have the right to vote is held in small villages, hamlets or town districts. It performs two basic functions, firstly, the exercise of popular control by the electors over the work of the Communal and District People's Committees and the Local Committees and may demand the recall of the committee men with whose work it is dissatisfied. Secondly the meeting takes stock of the progress made in different spheres and may put forward fresh proposals for the necessary prescriptions and measures regarding the methods and content of solving different problems. The local committee is bound to present questions of major importance to the meeting of electors for previous consideration. There is no binding to enforce the Meeting decisions but is an effective instrument for shaping public opinion on various issues and to build up an active relationship between the electors and their representatives.

### **Referendum**

13. The referendum was introduced by the law of People's Committee of 1952. The initiative for the referendum may emanate from the meetings of the electors. It is incumbent on the People's Committee of the Commune to hold the referendum. This instrument of democratic self-government has not been utilised to any appreciable extent.

### **District**

14. The population of a district generally ranges between one to five lakhs. It includes, on the average, fourteen Communes. The role of the District is to serve as a 'Community of Communes'. The District People's Committee which is the highest organ of authority in the district is mainly concerned with the tasks which are of common interest to the Communes and other social affairs entrusted to it under the general law and prescriptions of the higher state organs as well as of its own prescriptions. There is no distinction made between rural and urban districts. In districts, which are predominantly urban, however, the District People's Committee has somewhat greater rights than in other districts.

### **Functions**

The following are the principal rights and duties vested in the district:—

- (a) to set up communal self-government, particularly through election of the District People's Committees, to organise the district organs and institutions as well as public utilities and other services;

- (b) to direct economic development and to manage the general people's property entrusted to it under the law;
- (c) to care for co-ordination of the interests and work of the independent institutions and organizations in the district with the overall social interests, and to exercise rights or supervision over the work of such organizations;
- (d) to regulate independently and on its own initiative the tasks of common interests to the Communes with its area, to undertake supervision regarding the legality of the work of the Communes;
- (e) to assist development of the advanced Communes;
- (f) to look after the protection and improvement of public health; and
- (g) to care for schools and educational activities of general interest to the District.

Although the District performs certain economic functions within its own sphere its political-administrative functions predominate. It has basic duties to perform in education, public health, hospitals and social insurance besides general administration.

#### **Constitution and Powers**

15. Like the Commune, the District has a two-house structure consisting of the District Council and the Council of Producers. The District Council is elected on the basis of universal suffrage by secret ballot for a four years' term. The membership varies from 60 to 100 according to population. The Council of Producers is constituted on a similar basis and principles as its counterpart in communes and has the same functions. As for the Commune, the District also possesses certain material, functional, legislative and administrative resources. All organs of State Administration within the District are subordinate to the People's Committee, unless otherwise determined by law. Acting through both houses, the District is competent to enact independently the economic plan and the budget. It is empowered to enact prescriptions on the basis of authorisation under the law and to lay down administrative penalties for the violation of its prescriptions. It may set up economic enterprises and public utility concerns besides cultural, educational, health and sanitary, and social institutions for the benefit of the inhabitants of the district. It has the authority to annul and abolish the unlawful acts of economic and social organisations and institutions according to the law.

#### **Councils**

16. To carry out the executive and administrative functions the District People's Committee has about half a dozen or more Councils for the economy, education and culture, health, social welfare and labour and one for the Plan and Finance. In the maritime districts there are also Councils

for fisheries, shipping and tourism. Every District People's Committee has secretariats, inspectorates, boards and commissions. In addition each district has independent directorates for Economic Planning, Statistics and the Cadastral Survey Office. There are independent administrations for roads, agriculture and inspectorates for Finance (including inland revenue), veterinary, labour, sanitation, etc. The District People's Committee has its own Secretary, a Public Attorney and a District Magistrate. The District Council of Transgressions hears the appeals against the verdicts passed by a Communal Magistrate.

17. According to the Fundamental Law the citizens have the basic right



### Supervision

19. There is maximum decentralisation in economic as well as administrative matters and the rights of supervision by a higher popular body are restricted to the legality of the acts of the People's Committees and their organs under the law or other prescriptions. The elected representatives of the people, relatively to the official of the Federal Government, have an upper hand at all levels of Government. Thus a decision taken by a District People's Committee cannot be annulled by the executive arm of the Republic but only by the Republic Assembly itself. The jurisdiction of the People's Committees is demarcated by law or other prescriptions and within its own jurisdiction every People's Committee has the right to make independent decisions. The Communes are not subject to supervision by the State authority or the executive and administrative organs of the Republican People's Assembly. The supervision over them by the District People's Committee is confined to the question of legality of the prescriptions. However, it participates in a series of functions belonging to the Commune by way of approval and ratification. An unlawful act of a local council or administrative organ may be set aside by its own People's Committee. However, in all cases the Committee and/or the organ whose act was abolished or annulled has the right to appeal.

20. The trend in Yugoslavia is reported to be to emphasise more and more the active role of the Commune and to progressively delegate greater responsibility to it in the management of local affairs. The functions of the District are being confined largely to co-ordinating the economic efforts of the Commune so that some of the Communes may not lag behind others in the pace and content of development.

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### III. STUDIES ON CERTAIN ASPECTS OF COMMUNITY DEVELOPMENT

#### INTRODUCTORY

The Programme Evaluation Organization decided at the end of April 1957, to undertake the following studies on behalf of the C.P. and N.E.S. Team of the Committee on Plan Projects :—

1. A study of the working of the Block Advisory Committees.
2. A study of the working of the Community Centres.
3. A study of people's participation in Community Projects.
4. A study of people's attitudes to Community Projects.
5. A study of the impact of Community Projects on the Harijans.
6. A study of the Block Development Officer and the specialist staff.
7. A study of the problems of administrative coordination at the Block and the State Levels.
8. A study of Programmes for women and children.

These various studies were chosen in consultation with the COPP Team. With the exception of the 7th and 8th studies mentioned above, data were collected on all the other studies. This material consists of returns obtained on proforma filled from records available at the Block level, as also of the questionnaires filled by interviewing a sample of over 1,250 individuals distributed among different studies. The proforma and questionnaires used for the different studies are appended to this report.

In this report the material on six of the studies has been presented. These are studies No. 1, 2, 3, 4, 5 and 6. There is also additional material given for Block attainments in the fields of people's participation and social education. Some of the material on the problems of administrative co-ordination at the Block level has been incorporated in the Section on Block Development Officers.

When the studies were originally undertaken, the intention was to select 28 Blocks from the following six States : Assam, Bihar, U.P., Bombay, Kerala and Madras. Actually, studies could be completed only in 22 Blocks and the material used for the present outline is limited only to 20 and in some cases 21 Blocks, since the material from one of the Blocks came in too late to be utilized.

When the studies were designed, there were a number of questions regarding sampling that had to be decided upon. These were questions of how we were going to select our Blocks, our villages, community centres and individual respondents for the various studies. In the selection of Blocks, our original intention was to select at least four Blocks from each

of these six States in such a way that two of them would represent the best work done in the States and the other two would represent the less satisfactory category. With this in mind the Development Commissioners were requested to select eight Blocks each so that four of these would fall into the 'better' category and four of them into the 'worse' category. We had, however, also to take into consideration the various 'time-series' to which these Blocks belonged. We hoped to be able to distribute our sample among at least three of the series to represent the N.E.S., C.D. and P.I.P. stages. There was also a suggestion that we should select Blocks on the basis of certain objective indices of achievements, rather than on the evaluations of the Development Commissioners. In the effort to meet all these considerations within the very limited time available for planning, the sample of Blocks that we finally selected seemed rather to represent an accidental choice than to meet demands of any purposive selection. Our sample was further vitiated by the non-availability of staff in two of the six States that we had selected. We had therefore to cut down our study in Bombay from six to two Blocks and the selection of these two Blocks could no longer be based upon anything except the criterion of convenience. All in all, we are not aware of any definite or systematic bias in the sample of Blocks that we have selected. On the other hand, we can no longer claim for it any virtues of a well-designed sample. It has turned out that our twenty-two Blocks have been distributed as follows among the different States and stages of development.

<i>States</i>					<i>NES</i>	<i>CD</i>	<i>PIP</i>
Assam	..	..	..	..	..	3	1
Bihar	..	..	..	..	..	3	1
Bombay	..	..	..	..	1	1	..
Kerala	..	..	..	..	2	1	1
Madras	..	..	..	..	..	3	1
Uttar Pradesh	..	..	..	..	1	3	..

After selecting our sample of Blocks, we had to select our sample of villages in which we would choose our sample of individual respondents. These villages were selected in consultation with the Block Development Officers and the Gram Sewaks in the Block in such a way that three out of a sample of five villages would be the ones in which the activities of the Block had progressed satisfactorily and two would be the ones where the progress had not been satisfactory. This basis of selection has been adhered to. It is doubtful whether this method of selection of villages should be followed in other similar studies. There is reason to believe that the selection of villages as well as the selection of members of Block Advisory Committees was so biased as to give a somewhat more satisfactory picture than would have appeared if the sample was selected at random.



The selection of villages was done by the research staff in the field. After selecting the villages a random sample of 50 respondents was selected from electoral rolls for each village community. The ratio at which this sample has worked out in relation to the total population of the village has varied from State to State.

The instructions for the selection of respondents were slightly modified in the case of Kerala and Madras. In Kerala the sample was restricted to one ward in each of the villages and in Madras it was restricted to one of the hamlets.

The method of selecting the sample of respondents was to divide a total number of house-holds in the village by a number which would give a sample of 10 house-holds or 5% of village house-holds and then to select houses at equal intervals of  $X$ , where  $X$  is equal to the dividend.

### **Distribution of Studies by Blocks**

Since it was impossible to conduct all the studies in each of the Blocks in our sample, we decided to divide the studies into two groups as nearly equal as possible, and then conducted one group of studies in half the Blocks and the other group in the other half. Some of the proformæ for collecting information at the Block level together with the questionnaire with the B.D.O., were canvassed in all the Blocks.

One final word is necessary about the serious implications of the very limited time available on the data presented. Because of the diverse types of information that had to be collected from records, from personal interviews of the officers and from the individual respondent schedules, there has been no time to check and verify the various items of information collected from the different sources. It now appears that twice as much time should have been allowed for the actual field work in relation to these various studies. The same difficulty is likely to have affected the quality of processing of the data so collected. There has been no opportunity for the scrutiny of individual schedules or for a thorough recheck of all the postings. The staff of tabulators joined slowly and at various points of time. Very few of them had either training or previous experience.

One word of explanation must be sounded before proceeding to the body of the report. It will be noticed that at a number of places the names of States are mentioned while presenting data on various items of study. This has been done for ensuring ease and brevity of presentation. It should be understood that at best the figures are representative of the particular Blocks studied in the respective States. They are not claimed to be representative of the whole State. Consequently, the conclusions drawn from these figures also apply only to Blocks studied in each State and not to the States generally. This caution is important especially in view of the statements made at various places in the report making inter-State comparisons.

## SECTION 1—BLOCK CHARACTERISTICS AND BLOCK STAFFS

Before proceeding to the individual studies it would be helpful to bear in mind some background information in relation to the various Blocks that were studied. Some of the points stand out prominently from a study of the background information collected.

The first of these is the very great variation in the geographical and physical features of each of these Blocks. The variation in the geographical conditions between the various States is often common knowledge. But the variation between different Blocks in the same State is often not noticed. Within the State of U.P. itself, we have one Block which is characterised by a low rainfall of not more than 25 inches and by the plain terrain of land and another Block which is very hilly and has a rainfall of 85 inches per year. A third Block is characterised by conditions in between these two. In one of the Blocks the main crop grown is a food crop, in another, it is a cash crop. Again in Bihar, Kerala and all other States we find similar variations. The rainfall in the Bihar Blocks varies from an average of 20 inches to 63 inches. In Kerala it varies from an average of 60 inches to 120 inches. The land features and the crop economy of these Blocks also vary in the same manner.

These variations in physical features are important to note because one would expect that these have a significance for the staffing and the programmes to be developed in these areas. In addition to or rather in consequence of the variations in physical features, we find variations in population, magnitudes and densities. While all the units of our study are administratively termed as 'Blocks', we find that the populations for which the various services are to be administered, differ very considerably in size. We have one Block in U.P. with the smallest total population of 43,000, we have another Block in Kerala with a population five times this size. It would seem reasonable to expect that the problems of a people living in a hilly tract and sparsely populated villages are qualitatively different from the problems of a densely populated large rural community living on reclaimed land which is perennially subject to inundation and flooding. The total populations of these Blocks vary all the way along the lines smallest to the rural community. The crude arithmetic average for the total population of a Block is found to be 9,018.

The density of the populations in these Blocks varies considerably. In one of the hill Blocks of U.P. the density is as low as 148 per sq. mile. In the rice bowl of Kerala it is as high as 1,628.

Another important feature which, we would expect, affects development programmes and the rate of their progress is the proportion of villages in the Block which are easily accessible. Defining accessibility in terms of percentage of villages within one mile of a pucca road, it was found that this percentage varied from 3.7 in one Block to a 100 in another. The average percentage of villages which were accessible in terms of our definition was 31.

Another important point of variation between these different Blocks was the number of rural communities, or rather the number of administrative village units which constituted each of the Blocks. In Kerala one Block which had a population of 81,000 was made up of only six villages. In Bihar a Block which had a population of 60,000 was made up of 268 villages. If our object is to develop village communities, and if each village can even remotely be considered to be equivalent to one community, then there is a considerable difference in the kind of demand and work load for a person who works in a huge mass population consisting of six administrative units, and another who works in a slightly smaller sized population consisting of 268 village communities.

### **Staffing of Blocks**

With this background of varied conditions in the Blocks, we will now turn to an examination of the staff patterns of the different Blocks studied. We find that the general tendency is for all the Blocks to have the same pattern of staffing, consisting of one Block Development Officer, one Extension Officer for Agriculture, an A.D.O. for Social Education, one for Panchayat and Cooperation, one Engineer or Supervisor, one or two Health Visitors, varying number of skilled artisans working as instructors, one Veterinary Officer and some additional staff.

While one can understand the imperative need to have a single Development Officer at the top, one cannot understand the wisdom of a policy of having just one agricultural or cooperative or engineering person attached to the Block, irrespective of the varying populations, physical conditions and crop economics of these areas. We find that 18 out of 20 Blocks have just one A.D.O. for agriculture, 15 out of 20 Blocks have one woman and one man SEO, 16 have just one Cooperative Officer, 14 have one Engineer, 11 have one Sanitary Inspector and 12 have one Veterinarian each. In the other blocks there is a slight variation for each of these categories. But this variation is often the result of certain administrative considerations rather than the needs of the area being served.

We find that the two programmes for which most of the Blocks have no special staff, are the programmes sponsored by Health Authorities and artisan instructors. 11 Blocks have no Health Auxiliaries of any type. 11 others have no Field Instructors or Artisan Teachers. 14 have no Spinning Organisers, eight have no Sanitary Inspectors and 7 have no Veterinarians.

This seems to show that far from providing additional staff wherever the requirements of an area justify, many of the Blocks do not even have the minimum staff considered to be necessary. This situation is rather disconcerting when one notes that the majority of Blocks studied for our purpose, are in the intensive stage of development.

#### **Average duration of stay in the Block for different categories of Staff**

It was considered important to study the average period of time spent in a Block by the staff of that Block at the time of study. This could be used indirectly as an index of the turnover of staff in the Blocks. Since in any programme of development, continuity of services of the development team is an important factor, a study which gave the average length of time spent by the officers in particular Block could be of crucial significance.

With regard to the BDOs it was found that ten out of the twenty BDOs, had spent one year or less in the particular Block. The average length of time spent by the BDOs in each of the Blocks worked out at barely one year and three months. This figure has to be viewed in the context of the total period for which these Blocks have been existing. In view of the fact that hardly three or four of the Blocks are N.E.S., it is obvious that the average duration of each of the Blocks has been more than three years. It would appear that there are probably two or three BDOs who change over during one project phase.

With regard to Agricultural Officers, we see that eight of them have spent less than a year in the Block, two, between one and two years, four between two and three years and five, about three years. The average duration of stay in their case worked out at approximately 1 year and 10 months.

In the case of SEOs, six were found to have spent less than one year, nine between one and two years, and five above two years. The average duration of stay in their case worked out to be approximately 1 year and 10 months.

When we break up the figures separately for the CD, NES and PIP Blocks we find surprisingly that the BDOs in the CD Blocks, spent one year and one month in their Blocks, whereas those in the NES Blocks have spent one year and five months. In the case of the PIP Blocks where one would expect the BDO to have stayed longer, the average works out to be one year and two months. In the case of the agricultural staff, however, we find a graded period of stay, increasing progressively from eight months in the N.E.S. Blocks to 1 year and 5 months in the CD Blocks and to 3 years and 9 months in the PIP Blocks. The same trend holds in the case of the S.E.Os for whom the figures are ten months, one year five months, and two years and three months respectively.

#### **Staff Training**

The Community Project Administration and the Community Development Ministry have all along laid great emphasis on the training of staff. We

find however, that in the case of BDOs, 25% of them are still untrained. Among the Agricultural Officers, 32 per cent of them are not trained. The figure for untrained Social Education Officers is 22 per cent. When we break up these figures by the types of Blocks we find that the NES Blocks have consistently higher percentage of untrained officers in each of the above categories, as compared with the CD Blocks. But surprisingly we find that in the case of the PIP Blocks, 75 per cent of the BDOs, 50 per cent of the Agricultural Officers and 5 per cent of the Co-operative Officers, are untrained.

Part of this is due to the paucity of trained personnel generally and part of it is due probably to the idea that the Blocks in the intensive stage of development should be given a priority over the PIP Blocks in their claims for trained officers. Whatever the reasons the situation where the post intensive phase is left in the hands of untrained officers is not a very reassuring one.

The variation in the distribution of staff that is observed in the above few paragraphs applies equally to the Gram Sewaks. The overall average shows that on an average, there are 110 villages in a Block and there is an average staff of 12 Gram Sewaks to work in those villages. The average period of service for the Gram Sewak in his particular Block is 1 year and 9 months. One-third of these Gram Sewaks are trained in basic agriculture, half of them in extension training and one-sixth of them in the other types of training. Considering all Blocks together there is hardly anyone among the Gram Sewaks who has had no training.

The variation from Block to Block and from State to State is however considerable. In U.P. alone the number of villages per Gram Sewak varies from 4 to 17. The average village load per Gram Sewak in U.P. is 9, in Bihar it is 17, in Madras it is 6, in Bombay 6 and in Assam 12. This variation is of course partly due to the varying densities of population, but even so it is not certain as to whether there is any definite relationship between population in a Block and a number of Gram Sewaks that it has.

In U.P. which has an average Block population of 61,000 the average number of Gram Sewaks works out at 9, in Bihar which has an average Block population of 52,000 the average number of Gram Sewaks is 12. In Kerala with an average Block population of 1,26,378 the average number of Gram Sewaks is only 10. In Madras, with a population of 99,000 per block, the number of Gram Sewaks is 8, in Bombay there are 14 Gram Sewaks for an average population of 15,000 and in Assam there are 12 Gram Sewaks for an average population of 73,000.

This variation may again be due to other factors such as topography, accessibility, etc. But it is not clear as to whether there is any comparable basis that is used to work out the minimum staff requirements from one Block to another.

## SECTION 2—THE BLOCK DEVELOPMENT OFFICERS

It was mentioned above that in addition to collecting data at the Block level regarding various members of the staff, we also undertook to interview some of the members of the staff. The person who was interviewed in great detail was the BDO. This Section will present data based upon these interviews.

The object in interviewing the BDO was to find out what he himself considered his job to be, what methods he used in eliciting participation from the community, whether he felt that he was getting the best co-operation from all his colleagues, the manner in which he selected certain villages for certain types of projects, the difficulties he experienced in the conduct of his work, his impressions of who participated for what reason and what projects, and finally his suggestions for improving the overall performances in the Block.

### **Usefulness of the BAC**

The BDOs were asked a question whether, and in what way they found Block Advisory Committees to be helpful in their work. 17 BDOs considered the BACs to be useful, one thought they were not useful and three did not reply. They were then asked as to the way in which the BACs were found to be useful. Each of the BDO was free to mention one way in which the BACs were useful. 12 of them said that the BACs provided a forum for discussion, seven said that the BACs were useful in the selection of schemes, three said that they were helpful in securing public co-operation. Several other uses were mentioned for the BAC such as its value as a check on officials, its value in minimising adverse criticism, its value in distribution of responsibilities, etc.

### **Attendance by Members**

The Block Development Officers were asked whether the official and non-official members of the Block Advisory Committees attended its meetings regularly. The intention was not so much to obtain information about the actual attendance or otherwise of these two categories of members as to obtain the view the Block Development Officers have about the membership of the Block Advisory Committee. It was felt that if the Block Development Officers were generally dissatisfied with the Block Advisory Committees, they would tend to attribute their difficulties to the behaviour of the members of these committees. The opinion of the Block Development Officers generally seems to be that the official as well as non-official members are regular. When asked about regularity of attendance of the non-official members, 75 per cent of the Block Development Officers said

that they were regular. When the same question was asked about official members, 65 per cent of them said that they were regular. It will be seen from the data presented later that the Block Development Officers' opinion is confirmed by attendance figures which are generally satisfactory.

### **Reasons for Non-Attendance**

Block Development Officers were also asked to indicate why according to them members did not sometimes attend the meetings of the Block Advisory Committees. 6 of the 21 Block Development Officers—all from Madras and Bombay—said that since the members were regular, the question of their non-attendance did not arise. The rest of the 15 Block Development Officers gave varying reasons. For official members, the reason generally given by the Block Development Officers was that these members were often busy otherwise with their routine departmental work and could not therefore always attend Block Advisory Committee meetings. About non-official members, such reasons as lack of transport facilities, indifference, etc., were variously mentioned. In view of the small percentage of Block Development Officers who find the attendance at meetings to be irregular, the various reasons given are not specially important.

### **Interest of Members in BAC Work**

The Block Development Officers were asked another question about the Block Advisory Committees. This was intended to find out which category of members took special interest in the work of the Block Advisory Committees. They were free to mention more than one category of members—the categories being officials, non-officials, Panchayat representatives, representatives of village institutions, M.L.As. and M.Ps., and other individual members. The category mentioned by 40 per cent of the Block Development Officers was that of Panchayat representatives. 35 per cent of the Block Development Officers said that all categories take adequate interest. 25 per cent said that official members take such special interest. The non-official members and members of the legislatures were not specially mentioned by many Block Development Officers.

From a study of the answers given by the Block Development Officers to the 3 questions discussed above, it appears that the Block Development Officers are reasonably satisfied with the assistance that they receive from the Block Advisory Committee.

### **People's Participation**

The Block Development Officers were asked as to why they thought people participated in the development programmes. Nine of them said that the programmes met the needs of the villagers. Eight said that they participated because the programmes personally benefited the participants. Six said that some of the people participated in order to maintain their leadership. Some of the other reasons mentioned were the existence of under-employment, the gradual awakening in people's minds, the persuasion exercised by influential persons, etc.

Another question asked related as to why people did not participate in the projects. There was no common reply to this question. Several factors such as lack of personal benefit, political differences, inability to contribute, lack of interest or indifference, were mentioned by one or two BDOs each.

It was felt that the Block Development Officers would be able to give an insight about which group or groups in the villages participate more freely than others in the constructional programmes. 35 per cent of the Block Development Officers said that all sections of villagers participate equally. 30 per cent said that it is the middle class that participated. 15 per cent said that it is the immediate beneficiaries who participate in various projects. 10 per cent mentioned village youth and 10 per cent mentioned agriculturists. When this distribution of the opinion of Block Development Officers is compared with data relating to participation made available by our individual respondent schedules, it is seen that while generally speaking the different groups in the village can be said to participate equally when all projects are taken together, different groups of villagers seem differentially interested in one project rather than another from the point of view of participation.

### **Selection of Villages**

Since the material resources available in any project are always limited and the needs of the village infinite, selection of villages must always be a difficult one. The Block Development Officers who are primarily responsible for making this choice in consultation with their colleagues and the Block Advisory Committee, must develop definite procedures for making their selection so that they will not be misunderstood. A misunderstanding on this point can have a demoralising effect on the villagers who may in a particular case feel discriminated against. When asked how they made their choice of villages, however, the BDOs were unable to give any clear reply. 90 per cent of them said that their choice depended upon popular demand. This answer does not lead very far since the manner in which people's wishes are ascertained by them is not very clear. One way of ascertaining these wishes is to find out the willingness of the people to contribute their share. 50 per cent of the Block Development Officers mentioned this criterion. Even this does not answer the question adequately. It happens fairly often that more than one village wants a particular type of facility and is also willing to contribute its share for obtaining it. The unwillingness of the people to contribute has in fact very rarely, if ever, been mentioned as a reason for a shortfall in project expenditure. If so, the willingness of the people to contribute their share cannot very well be a selective factor in the choice of villages.

Despite the almost unanimous reply of the Block Development Officers, the criteria of popular demand and of availability of people's contributions are, therefore, not adequate basis for selection. It would appear

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that in the last analysis, the process of selection is probably somewhat arbitrary. As has been indicated by the coverage study reported upon by the Programme Evaluation Organisation, the factor of accessibility of the villages as also the factor of whether or not the particular village is a headquarters village for the Gram Sewak may be important in this selection. BDOs, however, did not mention these factors. The extent to which the members of the Block Advisory Committees are able to exert an influence in the selection of villages is also a factor that needs notice. Much can be done to clear people's minds of any possible doubts regarding the validity and fairness of the procedures followed in the selection of villages for the introduction of particular projects.

### **Administrative Difficulties**

The BDOs were asked the question as to what were some of the major administrative difficulties that they experienced in their day-to-day work. Out of the 21 BDOs interviewed all except one reported upon the difficulties that they experienced in their work. The emphasis on the types of difficulties of course varied from State to State.

One of the commonest difficulties mentioned by them was the lack of effective coordination between the community projects and the regular development departments of the State Governments. Seven BDOs from five of the six States said that the required degree of cooperation was not forthcoming from the various departments. The ones most often criticised were the departments of Public Works, Cooperation and Revenue.

Another difficulty mentioned by them was the kind of duplicate control under which the various schemes and projects had to be executed. They felt that the division of technical sanction and administrative sanction was unnecessary. Eight BDOs mentioned this difficulty. They said that there was no genuine acceptance of planning and development programmes on the part of the departmental heads.

Another difficulty mentioned related to the fact that the BDOs did not have full administrative control over their specialist staff. Despite all discussions at the various Development Commissioners' conferences, the BDOs complained that the departmental heads often deal directly with their specialists and that the specialists therefore are not available for extension work when required.

Frequent transfers of specialists staff and extension officers without concurrence of the BDOs was another difficulty that was mentioned. This defeated all efforts at systematic planning of work.

Difficulties in the receipt of supplies of materials and equipment were also mentioned as problems by the Block Development Officers. They also mentioned the inadequacy of supply as another difficulty. 9 Block Development Officers mentioned the delay in supplies as another difficulty. 4 mentioned the lack of storage facilities at the Block headquarters as a

third difficulty relating to supplies. These are difficulties to which earlier annual reports of the Programme Evaluation Organisation have drawn pointed attention. They have, in fact, been a major bottleneck in the speedy implementation of development programmes.

Individual Block Development Officers also mentioned other difficulties such as the lack of sufficient transport facilities, inefficiency of technical officers, delays in the sanction of short-term crop loans, frequent visits of heads of departments and VIPs, and the recruitment of Gram Sewaks based very often on political considerations.

### **Procedures adopted for Finalising Programmes**

Coordination of work greatly depends upon the procedures adopted in the finalising of schemes and upon whether the specialists as well as the departmental heads have a full sense of participation. Analysis of the answers of 21 BDOs indicates that there are probably two systems in existence in deciding upon the various programmes.

The first involves the collection of data relating to the felt needs and the availability of potential co-operation at the village level. On the basis of this information programmes are drafted either by the BDO with his specialist staff or at the district level by the district departmental heads in co-operation with their Block counterparts.

The second system involves the issue of directives and broad outlines of programmes from the State level heads through district to the Block staff. Here the initiative is taken away from the Block staff who are now left the task of working priorities and work-schedules in consultation with the Block Advisory Committee. The latter cannot be a very helpful procedure from the point of view of either developing initiative or the responsiveness to local needs or an *esprit de corps* among the Block staff.

### **Reporting**

A good deal of discussion has taken place at the various conferences of Development Commissioners regarding the importance of proper reporting and the difficulties encountered therein. An effort was made to find out from the BDOs their difficulties in sending regular and complete reports to the respective headquarters. With the exception of one BDO who said that he experienced no difficulties, all the other 20 BDOs mentioned a variety of factors. 14 of them mentioned inadequacy of the staff as the most important single difficulty. 8 of them mentioned difficulties experienced in calculation of unit achievement for some items of information; 7 complained of ambiguity in the forms of reporting; 7 others mentioned frequent repetition of items which are unnecessarily added to their work in the reports that they have to file.

BDOs were also asked suggestions regarding how the machinery for consultation with specialists could be improved to expedite decisions. Altogether 8 or 9 different suggestions were made. One of them was for establishing a sub-committee of the District Planning Committee whose decisions should be binding and whose members would also have the powers to investigate causes of inefficiency. Another suggestion was for the appointment of District Regional Officers who should deal with all matters relating to project activities for groups of projects in their areas. Another BDO suggested that there should be informal discussion at least once a month with the Collector where all the departmental heads would be present. One BDO suggested that the responsibility for carrying out schemes, once it was decided upon, should be given to the respective departments who should be required promptly to attend to these schemes. It is difficult to see how we could implement this last suggestion and still expect to have the closely coordinated programme of development. Another suggestion was to give more powers to the Block-level specialists whose technical views and advice would in that case be regarded as final. One more suggestion was to the effect that the BDO, the extension officers and the District technical heads should jointly formulate all schemes so that delays in sanctions could be avoided.

### **Check on VLWs' Reports**

BDOs were asked as to whether they had a system of regular checks upon the progress reports submitted by the Gram Sevaks and by the extension staff. Only 8 out of the 21 BDOs said that they had such a system of regular checks. Whenever they were asked as to what was the interval at which these checks were made, only 3 BDOs, even out of this number of 8 could mention specific time period. The BDOs were also asked as to what is the percentage of items that they check. It was found that not more than 10 per cent of the returns were actually checked in the field. When asked as to whether they were satisfied with their system of checking, 3 of them said that they were satisfied, 4 of them said they were not satisfied, one gave no reply.

For the 13 BDOs who said they had no system of regular checks, the same questions were asked. It was found that in that case whenever checking was done the proportion of items checked varied from as little as 5 per cent to as high as cent per cent. Despite this situation 6 out of the 13 BDOs who had no system of regular checks said that they were satisfied with the situation as it was.

### **Administrative Coordination**

"Administrative Coordination, as it exists at present, is only a pious word", remarked one of the BDO interviewed. He went on "there is not much of it at the Block, District or the State level". Departmental heads

are interested in strengthening and widening their own powers and jurisdiction. It is really "a cold war" among the higher ups. This is a somewhat exaggerated and yet a very common point of view held by the BDOs.

They say that the greatest difficulty in coordination at the Block level arises from the departmentalised outlook of the personnel of the regular departments. Inevitably the specialists give priority to their departmental activities outside the project area and sometime even neglect their normal activities within the Block. So long as the individual officers have to make their careers in their respective parent departments they will tend to look upon their placements in the Blocks as short interludes which one has to get over within the course of one's career. In some cases there is even the fear that being out of sight of the departmental boss, they are also likely to be out of his mind.

The BDO also complained that sometimes troublesome and inefficient officers in the regular departments are dumped into the development Block areas by the departmental heads. They complained that in spite of all directions to the contrary the specialist staff do not feel responsible to the BDO though he is charged with the responsibility of coordination.

In the PIP Blocks there seemed to be other problems. One of the BDOs felt that since a good deal of the specialists staff was no longer exclusively available to him he could not realistically function as a coordinator. He suggested that the BDO may either be made a sole coordinating and executive authority in the Block or that his post may be made a part-time one.

Another problem faced at the PIP stage related to the continuance and maintenance of works completed during the CD stage. There was scope for better coordination between the departments of works, education and welfare etc.

### **The Block Development Officers' Point of View**

The BDOs were asked whether they felt, they received cooperation from their specialists colleagues. Thirteen of them said that they received full cooperation. Two did not reply, two said that they received partial cooperation and the rest felt that they received nearly no cooperation. Since the number of those whose response is not positive is as high as 1/3rd of the total number, it is important to see why they feel this cooperation is not forthcoming. One of them said that his colleagues had an outmoded outlook and that they were unfit for extension. Another person said that they had no adequate experience, they lacked training and initiative. Another felt that they wanted most of the time to stay in towns. In one case, a BDO felt that his colleagues probably found that their skills were not fully utilized in Block activity.

### The Attitudes of the Specialist Staff

Since the staff employed at the Block level has to work as a team under the leadership of the Block Development Officer, it was considered important to see how far the specialist staff were themselves aware of this special emphasis and personally equipped to play their part as members of the team. While a good deal of the success of the team will depend upon the quality of leadership given by the Block Development Officer, it cannot be denied that the attitude of the specialist staff is at least equally important in achieving this objective of a well co-ordinated approach to the tackling of development problems.

Some of the information relating to the number and types of specialists at Block headquarters was given earlier. That information was based on Block level proforma. The information given below is based on individual interviews with specialists at ten Block headquarters distributed as follows:—

<i>State</i>					<i>No. of Blocks studied for this purpose</i>	<i>Total No. of special- ists interviewed</i>
Assam	..	..	..	..	1	4
Bihar	..	..	..	..	2	15
Bombay	..	..	..	..	1	5
Kerala	..	..	..	..	2	10
Madras	..	..	..	..	2	12
Uttar Pradesh	..	..	..	..	2	12
All States					10	58

### Interest in Community Project Work

The specialist staff were asked how they felt about working in the community projects. Their answers were descriptive and were then interpreted to show whether or not they were enthusiastic about working in the project areas. The percentage of those who were interested in this type of work varies from State to State and from one category of officers to

another. The distribution of those who were and those who were not interested is given below by each category:—

<i>Category of Officer</i>				<i>Interested</i>	<i>Uninterested</i>
				Per cent	Per cent
Agricultural Officer	..	..	..	56	44
Animal Husbandry	..	..	..	100	—
Engineer	..	..	..	67	33
Social Educationist	..	..	..	73	27
Cooperative Officer	..	..	..	71	29
Industries Officer	..	..	..	83	17
Health and Sanitation	..	..	..	67	33
Average for all Categories				72	28

The above figures are a very crude index of the interest that specialist staff seem to have in their work in the project areas. It is gratifying to note that as many as 72 per cent of them showed interest and enthusiasm about working in community projects. But those who lack interest are also a considerable portion though admittedly a minority of the total number when one takes into consideration the crucial nature of the assignment given to them. To have even 28 per cent of the Block staff not specially convinced about the great value of their work can have serious consequences for the success of the entire team.

The Agricultural Officers, Engineers and Health and Sanitation Officers have over one-third of their quota uninterested in project work. Social Education Officers and Cooperative Officers have above one-fourth of their number who are uninterested. The Animal Husbandry Officers and the Industries Officers seem to fare the best in the whole group.

The specialists were also asked a question whether their term of assignment to community project work affected their careers favourably or unfavourably or whether this had no definite effect on their departmental

careers. The percentage responses for the different categories of officers are given below:—

Category of Officer	Percentage of those who think that C.P. Placement		
	Affects favourably	Affects unfavourably	Does not affect
	Per cent	Per cent	Per cent
Agricultural Officers .. .. .	—	22	78
Animal Husbandry Officers .. .. .	16	16	68
Engineers .. .. .	—	50	50
Social Educationists .. .. .	—	—	100*
Cooperative Officers .. .. .	—	14	86
Industries Officers .. .. .	17	—	83
Health and Sanitation Staff .. .. .	—	33	67
All Categories .. .. .	3	19	78

The percentage of those who think that their placement in community project areas affects them favourably is very small. The percentage of those who think that it affects them unfavourably is also small but then relatively 6 times as large as those who think that it affects them favourably. The over-whelming number of the specialist staff, however, feel that their placement in project work does not affect them either favourably or unfavourably.

In appreciating the significance of these figures, it must be remembered that the question in effect sought to find out whether the fact that they had worked in project areas gave rise to any feeling of insecurity on the part of the specialist staff since they were working outside their parent departments and were therefore further away from their departmental superiors. It was assumed that for specialists, who were assigned to work in project areas, the assignment would often appear as something extra-departmental. To the extent that their departments did not feel fully identified with the objectives of project work, the specialists would themselves tend to be unenthusiastic about their placement in the project areas. And certainly they could not be expected to look upon their placements in projects as promotions.

\*SEOs have no parent department.

While it may be gratifying to note that not more than 19 per cent felt that their placement affected them adversely, it is equally important to see that except for 3 per cent of the specialists, the others did not expect any advancement from their placement in project areas. It may be worth considering whether some of the problems of co-ordination at the Block level could not be overcome by providing positive incentives for people in the project areas.

In this context, it is well to note that at least as many as 88 per cent of the specialists interviewed did not see any basic conflict between the instructions from their parent departments and their requirements of project work. A small minority of 12 per cent said that they experienced such conflicts between departmental instructions and project work.

On the other hand when they were asked as to whether they experienced any difficulties in carrying out their work as subject-matter specialists in community project areas, it was found that as many as 60 per cent of them said that they experienced some difficulties, and the rest of them said that they had no difficulties.

The percentages of those who did and did not experience difficulties in their work are given below by categories of specialist staff:—

<i>Category of Specialists</i>	<i>Percentage not experiencing any difficulty</i>	<i>Percentage experiencing some difficulty</i>
Agricultural Officers .. ..	44	56
Animal Husbandry Officers .. ..	67	33
Engineers .. ..	50	50
Social Educationists .. ..	60	40
Industries Officers .. ..	67	33
Health and Sanitation Staff .. ..	100	—
Co-operative Officers .. ..	70	30

The Agricultural Officers and Engineers figure prominently in the group of those who experience some difficulty in their work. But even the other categories have between 30 to 40 per cent officers who say they have some special difficulties in working in project areas. Qualitative data relating to the nature of difficulties is not immediately available. But a large proportion of officers who work under a sense of handicap—real or imaginary—cannot be functioning at their best of responsibility.

An important factor that can determine the extent to which a team spirit prevails among the group of people is the one about whether or not the individual members of the team feel that they are participating in the



decision-making process, relating to Block work. This question was asked of the specialist staff. Much contrary to our expectations (in view of the earlier replies given by the Block Development Officer as also in view of replies to other question, by the specialist staff) it was found that 88 per cent of the specialists interviewed said that they had a sense of participation in the planning and decision making process relating to Block work.

### **Concluding Observations**

The work of the Block Development Officers requires three qualities in the person entrusted with its discharge. He should have technical knowledge about his job; he should have the capacity of welding a group of technicians into a team and of giving them democratic leadership and, finally, he must have a know-how about working with and for a community. The data presented above, as also the qualitative information gathered by the field staff seems to indicate that the Block Development Officers generally meet the first requirement; and they probably have the greatest difficulty in fully realising the implications of the third requirement of their job. This is a generalisation and like all generalisations, it is subject to disproof by individual instances to the contrary. Yet, the overall impression remains. On the positive side, the Block Development Officers seem to have a general faith in the usefulness of the Block Advisory Committees and an awareness of the problems of their work and an insight into who participates, why and in what types of projects. They are also realistic and frank in the appraising of their own achievements. On the other hand, one notes that a substantial proportion of them have not been able to develop a relationship of confidence with their colleagues; that they do not seem to have well defined procedures of selecting villages for particular projects, that they do not have any regular system of checking of the reports of their subordinates and that the procedures adopted by them for finalising programmes are not always calculated to promote the objective of making the Block community democratically mature and self-reliant. These shortcomings cannot all be laid at the door-step of the Block Development Officers. Some of them are endemic to our administrative procedures and have repeatedly been pointed out by Indian as well as foreign critics. Some of the other shortcomings are also a result of the pressure under which the Block Development Officer finds himself in his struggle to achieve physical targets by which, in the usual course, he will be judged.

### SECTION 3—PEOPLES' PARTICIPATION\*

In so far as Community projects are intended to be a people's movement the contribution made by people to them and their participation in its various programmes becomes one of the major indices of the extent to which they have identified themselves with the objectives of the community projects. It also shows that they are willing not only passively to accept but also actively to promote the fulfilment of these objectives. From this point of view a study of people's attitudes to community project, as also the actual share that they accept in financing or otherwise assisting in the various programmes becomes important.

This Section of the report will deal with the study of peoples' participation. This study was undertaken in ten different Blocks distributed as follows:—two Blocks from U.P., 2 from Madras, 2 from Kerala, 2 from Bihar, 1 from Bombay and one from Assam. Altogether 476 respondents were interviewed from these ten Blocks and material relating to the number and kind of projects in which these respondents participated, the extent of their participation, the circumstances under which they participated, their present attitude to the works that they helped complete was collected. In addition to the above material collected from individual respondents there were data also gathered in the form of proformæ from all the twenty Block Headquarters in which the two groups of studies were conducted. The material gathered from proformæ in these twenty Block Headquarters is presented first—followed later by the data collected from respondents in ten Blocks.

#### **Proportion of Villages Covered by Types of Participation Programmes**

Information on this point was available only for 18 out of the 20 Blocks studied. The total number of villages in these Blocks were 1,793. The data collected reveal that the highest percentage (25) of villages covered for all Blocks together by any single programme of people's participation is given by wells. Kutchra roads come next in the number of villages covered with 17 per cent of the total number of villages, and the item of school buildings follows with a coverage of 11 per cent of the total number of villages.

The projects which occupy the position of highest coverage vary from state to state. In Assam wells cover the highest number of villages followed by school buildings, the percentages of villages so covered being respectively 47 and 24. In Bihar, the number of villages covered by any project whatsoever is very small. No project is found to cover more than 2

\*The term 'participation' is used throughout this report interchangeably with the term 'Contribution'. The two terms refer to cash contributions, contributions in kind as well as participation in terms of free labour or labour at reduced rates.

per cent of the villages. Even in Bombay the coverage is relatively low. School buildings have been constructed in 17 per cent of the villages, wells in 13 per cent and kutchra roads in 12 per cent of the total number of villages. In Kerala the percentage of villages covered by each of these three projects is considered to be higher, with figures of 52 per cent of kutchra roads, 41 per cent for wells and 23 per cent for school buildings.\*

In Madras, the coverage by projects of villages is generally more satisfactory than in Bihar and Bombay. But what has been said below in the foot-note with regard to Kerala applies also though in a lesser degree to Madras where villages are units made up of smaller hamlets, each of these hamlets being equivalent to a normal village in the rest of the country.

When these varying circumstances are taken into consideration, the percentage figures for coverage of number of villages are found to be not very instructive, unless they are also simultaneously related to the population figures for these Block areas. The percentages can however be said to have the value of indicating the relative priorities given to different projects in the same State. These are not necessarily the priorities determined by people of these projects, though it would be reasonable to assume that to the extent, people of any Block are expected to contribute to these projects, they at least passively concur with priorities that have been arrived at either by the Block authorities or by the Block authorities in consultation with leaders of the village.

If for the moment, the Blocks from Madras and Kerala are excluded as not constituting a homogenous sample, the figures of village coverage by different types of projects are found to be rather meagre. They show that even if one assumed that each village had only one type of project allocated to it there would still be a number of villages which were not covered by any project whatsoever. The same situation will be found to be true, later, about social education facilities. In practice, moreover, it rarely happens that the various projects are strictly distributed at the rate of one per village. The net result is that even when one speaks of intensive development of a Block of one hundred villages not all the villages are necessarily covered. This is at least definitely so in respect of the physical facilities made available through the projects.

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\*This high percentage of coverage is however deceptive. As explained elsewhere, the villages in Kerala are very large administrative units consisting of several wards and each of these wards in its turn is larger in population and area than villages in other parts of the country. Thus though the total number of villages in Kerala is very small the population covered is much larger than for comparable number of Blocks in any other State. The percentage figures for coverage are therefore necessarily high, since the construction of even one well, or one road in a village would go to show that that village had been covered by the particular programme. In this case, the high percentage of coverage therefore, is not necessarily an index of the needs of a larger proportion of the population being met.

This situation is inevitable when total available resources are limited and it therefore makes it all the more imperative that the procedure of selection of villages for introduction of new facilities and programmes be very clearly defined and made known to the villagers.

### **Relative Contribution by Project Authorities and the People**

From the point of view of reflecting the relative importance attached to one rather than another project by the people themselves, it may be significant to study the figures for percentage contribution by the project authorities and by the people of the area respectively.

While studying the relevant proportion of project and peoples' contribution, no definite trend is seen as we move from one State to another. Even for the same type of projects we find unbelievable variation in the proportion of contribution made respectively by the State and the people of the Block. If we take the item of kutchra roads, we find that the State contribution in Madras is as high as 43 per cent, in U.P. it is as low as 3 per cent and the figures for Kerala, Assam, Bihar and Bombay are 35 per cent, 31 per cent, 26 per cent and 23 per cent respectively.

The same disparities in the proportion of State contributions are to be found in respect of pucca roads. In Bihar the State contributes 75 per cent of the total cost, U.P. contributes 37 per cent, Bombay contributes 63 per cent and Madras 55 per cent. The Blocks in Kerala and Bihar had no pucca road projects. With regard to community centres one finds that Bihar contributes 53 per cent, U.P. and Kerala contribute 32 and 22 per cent respectively. Madras contributes 17 per cent, Assam 9 per cent and Bombay makes no contribution at all. The same trend or rather the lack of trend, continues in the case of school buildings where Bombay heads the list with a 72 per cent contribution and U.P. comes last with a 23 per cent contribution. Madras, Kerala, Assam and Bihar give 42 per cent, 34 per cent, 32 per cent and 27 per cent respectively.

We have calculated a crude overall percentage of peoples' contribution for all types of projects, taken together. From a strictly statistical viewpoint this overall average may not be justified since it puts non-homogenous units together. But putting all the converted labour and kind contribution together with the cash contributions one finds that in U.P. the peoples' contribution is the highest totalling 75 per cent, followed by Bombay and Assam (54 per cent each), Bihar and Kerala (52 per cent each) and Madras (45 per cent). This raises a question as to whether or not there was an overall policy regarding the contribution to be made by the State Government with respect to each type of project. It appears that if there was such a policy then it has been very strictly adhered to in practice. It is of course possible that State policy in different parts of the

country was governed by local needs. But if so, it would be important to interpret the manner in which local policy has been determined in the context of factors special to that area.

On further examination, actually one finds that even within the same state the percentages of relative contribution by the State and the people vary considerably. In Bihar the State contribution for kutchra roads varies from 25 per cent to 73 per cent from Block to Block. In Kerala it varies from 23 per cent to 57 per cent. In Madras from 6 per cent to 63 per cent, in U.P. from 0 per cent to 14 per cent. The same variation occurs in respect of other items of work.

There is also a question which may not be entirely far-fetched regarding whether the procedure for the maintenance of records is at least comparable, even if not uniform from State to State. Our interviewers did not obtain specific information on this point but it is certainly an area well worth probing.

If we take the overall percentages for all Blocks together for each of the different projects we find that peoples contribution is the highest in the case of kutchra roads and panchayat ghars where they have contributed on an average about 70 per cent of the total expenditure. Next in order come the community centres and school buildings in which peoples' contribution is valued at 68 per cent and 63 per cent respectively of the total estimated expenditure. In the case of pucca roads and wells this contribution is approximately 46 per cent and 44 per cent of total estimated expenditure. The contribution of the people in all other cases is lower.

Since the proportion of State and peoples' contribution is expected to vary in accordance with where a Block belongs to the NES or CD categories, it would be of interest to see the ratios of proportional contributions. These figures are not separately available for PIP Blocks because in their case the information collected included projects executed during the earlier stage of intensive development. Restricting ourselves only to the NES & CD Blocks, we find that State contribution in kutchra roads in NES Blocks is 23 per cent whereas in the CD Blocks it is 42 per cent. With regard to pucca roads the NES Blocks contributed 66 per cent and the CD Blocks contributed 38 per cent. In respect of wells the NES Blocks contributed 24 per cent and the CD Blocks 63 per cent. In the case of community centres, the NES Blocks have contributed nothing whereas in the CD Blocks their contribution is 30 per cent. Here again we do not see any definite trend of either higher or lower contribution by the Blocks depending upon whether they are NES or CD.

If we consider gross expenditure, including the share of the States as well as the people, for all Blocks and separately for each type of project, we find that the greatest amount of money has been spent on pucca roads

and school buildings. Next in order come the dispensaries followed by kutcha roads.

### **Manner of Estimating Peoples' Contributions**

The manner in which people's contributions are assessed and collected is also important to note. The practice varies in several respects. One of the commonest procedures followed is to begin by making a departmental estimate for a particular work and then to deduct about 15 per cent from their estimate which would normally be allowed by the works department as a legitimate profit for the contractor. The balance is the net estimated cost of construction. The people of the village where the project is to be executed are then told that the Block authorities would give them a sum equivalent to  $1/2$  or  $2/3$  of this net cost. The rest of the cost is expected to be borne by the people. Very often the actual expenditure incurred on a particular project is not calculated and the Block contribution is handed over to the panchayat or its nominee or any other person responsible for the execution of the project. When the work has been completed it is assumed that the people have contributed their share. In many cases it was reported that the panchayat or peoples' nominee had actually completed the work within the amount made available by the Block authorities. When this happens the share contributed by the people is a fictitious amount. At any rate unless the peoples' cash contribution is actually collected and a detailed accounting of the constructional project maintained, the figures for peoples' contributions will always remain hypothetical calculations.

The calculation of the cost of voluntary labour is another point where inaccuracies enter. The cost is calculated on the basis of minimum wages fixed by Government. In some states, at least, these wage-rates are considerably higher than the rates that prevail locally. The estimate of cost is therefore inflated in comparison with actual cost and the figures for peoples' contribution also tend to be exaggerated.

Another anomaly associated with peoples' contribution relates to the item of 'manual labour at reduced rates'. In the context of the difference that exists between governmental and local rates, this contribution in terms of labour at reduced rates is in some cases wholly fictitious.

The manner of collection of peoples' contribution is also important in establishing its voluntary character. In one State the cash contribution made by the villagers is collected through the regular revenue machinery. There have been instances where the revenue officer concerned refused to accept the normal revenue dues from a cultivator until after he had paid his contribution to the work undertaken in the village. Such pressure has no legal sanction but the fear of the revenue officer is still great and his words of persuasion can often exert considerable compulsion.

While, the enthusiasm generally shown by the people cannot be underestimated, the need for a uniform and correct accounting of the extent and

manner of their contribution is very great. The above are a few of the points which those who are concerned with its audit must check.

### **Peoples' Participation as seen from the Study of Respondents**

After having studied the relative quantum of State and peoples contribution in the various works executed as a part of the community projects, we shall now turn to an examination of what participation means to the individual participants. The data for this aspect of the study is limited to only 10 Blocks and to a total of about 467 respondents.

### **Distribution of Respondents**

From the data of occupational distribution collected by us it is noticed that the medium and small size cultivators form 80 per cent of the sample, the agricultural labourers number 14 per cent, those in service are 10 per cent and the other groups are 5 per cent each or less. In U.P. the percentage of medium and small cultivators rises to 87, and all other groups are less than 5 per cent each. The percentage of agricultural labourers and tenant cultivators is the highest, 30 per cent and 10 per cent respectively in our sample from Kerala.

The distribution by level of education shows that our sample has 22 per cent respondents who have gone beyond the primary stage, 34 per cent who are only literate and 44 per cent who are illiterate. The combined percentage of the educated and the literate is the highest in Kerala (73 per cent), followed by U.P. (57 per cent), Madras and Bihar (51 per cent each), Assam (50 per cent) and Bombay (47 per cent).

The caste and community composition of our sample shows that there are 49 per cent respondents who are higher caste Hindus, 22 per cent Backward classes; 12 per cent, Harijans, 10 per cent Tribals, 3 per cent Muslims and 4 per cent Christians. In Kerala and Assam the Backward classes are larger in number, 51 per cent and 34 per cent respectively than the higher caste Hindus. Kerala has hardly one Harijan respondent and has 10 per cent and 11 per cent of Muslims and Christians respectively.

### **Percentage of Respondents Participating**

We will begin by considering the percentage of respondents who participated in one or more of the projects undertaken in the villages. Pooling data for all Blocks together we find that the overall figure for participation by the respondents is as high as 79 per cent. This should certainly be considered to be a very encouraging response by any criteria. It must be remembered, however, that this figure is based upon even single instance of participation by respondents and does not necessarily represent the continued interest or support on the part of 79 per cent of respondents. It indicates only that 79 per cent of the people interviewed have participated or contributed in at least one project once.

If we compare figures for PIP and CD Blocks on the one hand and NES Blocks on the other, we find that participation in the former set of Blocks is higher than in the latter set. This is as it should be considering that much greater effort in mobilising popular support is expected to have been put in the CD and PIP Blocks. At the same time, however, it is necessary to say that our own particular sample of NES Blocks is too small to have much value for a conclusion of this type.

When one compares the percentage of the participating and contributing respondents, in respect of different States one finds that U.P. has the highest percentage of respondents (98) who are in this category. Bihar is next with 89 per cent and Madras has 83 per cent. In Assam, Bombay and Kerala the percentages of participation are 74 per cent, 70 per cent and 51 per cent respectively. It may be noted here that the percentage for Kerala is adversely affected by the unusually low figure of 16 per cent participation in one of the two Blocks.

The data made available in the study of people's attitudes also shows a high percentage of participation in constructional activities on the part of the respondents. As against the figure of 79 per cent participation seen above, this study shows that the average percentage of participation is 70. The difference between the CD and PIP Blocks on the one hand and NES Blocks on the other is also maintained. It is found that in the former set of Blocks, the percentage of participation is 73 whereas in the latter, it is 56. It was also found that the Statewise variation in the percentage of participants followed nearly the same order. U.P. had very nearly cent per cent participation followed by Assam with 87 per cent participation; Bihar was next with 77 per cent followed by Bombay, Madras and Kerala with 56, 48 and 39 per cent participation respectively. Though the actual percentages vary, the order in which the various States appear is nearly the same with the exception of Assam which shifts from third to the second place in rank.

An attempt was also made to see as to whether the respondents who did not participate were actually not aware of the various projects. It was found however that the percentage of respondents who were ignorant of the individual projects was as low as 2.5 per cent in the CD & PIP Blocks respectively. In the NES Blocks there were about 14 per cent of the respondents who did not participate and were not aware of the various projects.

#### **Sources Suggesting Constructional Projects**

It was considered important to know who had been responsible for initiating the suggestion for various constructional projects, since the selection of projects is expected to be in response to the felt needs of the people. The proportion in which projects were suggested by the people and by the Block agency could help obtain the correct picture on this point. It is true that after a project has been completed very few people can remember

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who thought of it first. But the thinking of the people in terms of whether the suggestion for a project came from them or from the Block authorities is in the last analysis more important than the actual facts of the case. In an ideal situation we would expect the people to value initiative in making suggestions for most of the projects.

The question was asked in a manner that the respondents were free to mention one or more projects and the agencies responsible for suggesting them. The agencies were later classified in the following categories—the Gram Sewak, the village leadership, formal village institutions, project officials other than the Gram Sewak and others.

The figures show that the Gram Sewak is mentioned as the source of suggestion for the project by 24 per cent of the people, village leadership by 26 per cent, the more formal village institutions by 22 per cent and the project officials by 16 per cent.

Statewise variations are interesting. In U.P. the Gram Sewak is mentioned by 65 per cent. In Bihar he is mentioned by 44 per cent. In Madras he is hardly mentioned at all. The same is true of Kerala, Assam and Bombay. In Bombay the group mentioned most often (by 88 per cent respondents) is that of village leaders.

The break-up by types of Blocks shows that in the NES Blocks, the Gram Sewak is not an important source of suggestion. He is mentioned by about 2 per cent respondents. In CD and PIP Blocks, he is mentioned by a much larger percentage of respondents.

### **Sources of Request for Participation**

Knowing that as many as 79 per cent of the respondents have participated in one or other of the community projects, it is now of interest to ask as to who was the individual or the agency responsible for suggesting such participation to them. The respondents were left free to give their individual replies which were subsequently classified in the following categories—the Gram Sewak, the village leadership and institutions, project officials and others. A study of the data shows that the different channels of suggestion seem to have played about equal part in motivating people to participate. Of the 368 respondents who participated, 327 said that they had been approached. The Gram Sewak is mentioned by 34 per cent of the respondents, the village leadership by 46 per cent and the more formal village officials by 22 per cent. The project officials as different from Gram Sewaks are mentioned by about 16 per cent. The rest of the respondents mentioned other sundry agencies.

Statewise comparisons of the sources of suggestion motivating people to participate brings out some interesting facts. In U.P. the Gram Sewak is mentioned as the source of suggestion by 65 per cent of people. In Madras he is mentioned by 17 per cent, in Bihar the Gram Sewak is mentioned by 44 per cent, in Kerala, Assam and Bombay the Gram Sewak is hardly mentioned by a few persons. In all these latter cases village leadership

and village institutions are mentioned by many more respondents. In Bombay the largest number (88 per cent) mentioned village leaders as the source of suggestion, in Kerala the village leaders are mentioned by 39 per cent.

These percentages refer to the 327 respondents who said that they had been approached for participation. The break-up by types of Blocks shows that in the NES Blocks the Gram Sewak is mentioned by 95 per cent of the people. In the CD and the PIP Blocks the Gram Sewak is mentioned by about 25 per cent, the village leaders by 33 and 46 per cent and other sources by about 33 and 21 per cent.

### The Non-Participants

We have noted above that the percentage of non-participants among our respondents was only about 21. It was considered useful to try and find out why these persons had not participated. A question to this effect was asked of the 21 per cent non-participating respondents. 63 per cent of them replied by saying that they had never been approached for participation, 26 per cent thought that they were too poor to participate, 17 per cent were not aware of the project and 8 per cent did not participate because they were not likely to benefit by the particular projects.

Statewise comparison of the reasons given by respondents for non-participation shows that the proportion of those who gave the reason of not being aware was the highest in the Bombay Block (55 per cent). The percentage who said that they had never been approached was the highest in one of the Blocks in Kerala (100 per cent) and Madras (91 per cent).

### Who Contributes or Participates in Programmes

One way of analysing the differential interest that the different sections of the population have shown in people's participation projects, would be to see how their percentage representation among participants compares with their percentage representation in our sample of respondents. The following table gives us this comparison for various occupational categories:—

<i>Categories</i>	<i>Percentage in total No. of respondents</i>	<i>Percentage of cate- gory among those who have participated</i>
1	2	3
Large Cultivator .. .. .	5	7
Medium Cultivator .. .. .	23	27
Small Cultivator .. .. .	27	29
Tenant Cultivator .. .. .	5	4
Cultivator-Cum-Labourer .. .. .	2	3
Agricultural Labourer .. .. .	14	11
Service .. .. .	6	8
Artisan .. .. .	4	6
Business .. .. .	10	6
Others .. .. .	4	—

We notice from the above table that the only groups that are somewhat under-represented among the participants are the agricultural labourers and the business community. Their representations among participants falls by about 3 or 4 per cent as compared with their representation in our total sample. A small drop of one per cent is also to be noticed among tenant cultivators. Barring these three groups, we notice that the others are proportionately well represented in the group of participants. In fact each of these latter categories gains in representation by about 2 per cent to 4 per cent.

On the basis of this small variation, it is impossible to say that any occupational group is particularly less interested than the others in all the various projects of participation, taken together. It is, however, possible that one will notice some variation of interest among the different occupational groups in respect of different types of projects. This variation would probably have stood out clearly, if we had some way of converting all the various types of contributions into one cumulative index. In the absence of such an index, we may take only one type of participation and study the variation in the representation of each occupational group among the participants from one project to another. For our purposes, we will take only participation figures for free manual labour. The following table gives this distribution:—



Percentage representation among respondents who have given free labour for

Occupational Category	Percentage representation in Sample	Percentage representation among participants for all types of projects	Percentage representation among respondents who have given free labour for					
			Roads	Wells	Schools	Drains	C. Centres	Bridges and Culverts
1	2	3	4	5	6	7	8	9
Large Cultivator ..	5	7	8.21	3.51	3.23	24	9.09	9.09
Medium Cultivator ..	23	27	29.27	3.51	29.03	24	36.36	9.09
Small Cultivator ..	27	29	20.32	33.33	25.81	48	45.45	36.36
Tenant ..	5	4	3.25	—	48.84	—	—	9.09
Cultivator-cum-labourer ..	2	3	2.44	3.51	6.45	—	—	18.18
Agricultural labourer ..	14	11	9.76	22.81	12.9	—	—	9.09
Service ..	6	8	8.13	14.03	4.84	4	9.09	4.55
Artisan ..	4	6	12.20	14.03	11.29	—	—	—
Business ..	10	6	5.69	5.26	1.61	—	—	4.55
Others ..	4	—	—	—	—	—	—	—

Some points become immediately obvious with the help of this table. If one takes projects as drainage and community centres, one finds that very nearly all occupational groups except the first three, show no interest in them at all. This is found to be true not only for manual labour, but for all types of contributions. The non-cultivating class seems to have no interest in projects of drainage and community centres. To the extent that non-participation in the project reflects lack of interest and also a feeling that the particular project is likely to benefit groups other than their own, there is a need for some concern over the situation. One may be able to understand to some extent the lack of interest in drainage facilities on the part of poorer sections of the community who do not immediately benefit by this facility. If, however, these poorer sections also regard community centres as being primarily the concern of the owner cultivator groups, then it is a bad beginning for social education efforts.

One notices, that with reference to projects of well digging, the small cultivator, the agricultural labourer, the artisan and the man in 'service' are represented in a much higher proportion among participants than they are, in the sample of respondents. We find that agricultural labourers who are only 14 per cent in the sample, constitute 22 per cent of the participants in well digging projects. Those in service rise from 6 to 14 per cent. The artisans show a shift from 4 to 14 per cent and even the small cultivator shows an increase in his representation from 27 per cent in the total sample to 33 per cent in those who give labour for digging wells. The importance attached by the poorer sections of the community to projects of water supply through wells is obvious and also easily understandable.

In considering the representation of various occupational groups among those who have participated in buildings for schools, one finds that the only groups that are relatively under-represented as compared with their proportions in the sample are the large cultivator and the businessman. The other groups are nearly equally represented as in the total sample of respondents. However, one further finds that the large cultivator partially compensates for his lack of representation among those who give free labour by contributing in kind and cash as also by giving organisational assistance. The small business group, however, seems to show a more or less complete lack of interest in projects of school buildings.

In respect of road construction, one finds the agricultural labourer and the small cultivator slightly under-represented whereas large and medium cultivators as well as the artisans are over-represented in this particular group.

It is thus seen that the interest shown by different occupational groups in the village varies according to the type of project. Some projects are seen by some groups as being of immediate benefit, some are not. The type

of contribution given by individuals is related to the economic status of the individual. While it is true that in road making even the better-off section of the community participates by giving manual labour, one finds that in other types of projects they prefer to give contributions in cash or kind. On the other hand the participation of the lower earning groups is more or less exclusively in the form of labour.

### **Respondents' View of whether Villagers Participated Willingly**

There were two questions that were asked of the villagers to find out their image of the groups that participate and general extent of participation. One question asked them simply to choose one of the several alternative answers indicating either that all the villagers who had helped in the projects had done so willingly, or that some of them had not been willing though most of them were willing, or finally that the respondents never wanted the project in their village. The answers received show that 70 per cent of the respondents believe that all those who participated, did so willingly and of their own accord; 11 per cent thought that while most of the villagers helped willingly, there were some who did so under compulsion, 19 per cent of the respondents did not give a reply. The general picture therefore is satisfactory though one would have liked all the respondents to say that those who helped, did so willingly.

The statewide variation in percentages is also of some interest. Whereas in Madras, Bihar, U.P., and Assam, the percentage of respondents who think that all the people help willingly is above the average of 70, one finds that in Kerala this percentage drops to 50 and in Bombay to 30. It is in the case of Bombay again, that the largest percentage of respondents mentioned that there were some who helped under compulsion.

### **Frequency of different Projects**

A question was asked whereby respondents were required to mention a few of the projects completed in their own village. This question was originally intended just as an introduction to the interview with each respondent. At the time of analysis, it was felt that the question could be used in another way. It appeared that if the projects that were mentioned by each of the respondents could be related to the actual projects that were executed in the village, it would be possible to have some idea of the extent to which particular projects tended to be mentioned more often than others. From the data analysed in this manner, it is noticed that in villages where school buildings have been constructed as many as 77 per cent of the respondents mentioned them. In the case of wells, 74 per cent of the respondents mentioned them. Bridges, roads, drains and culverts are mentioned by 69, 68, 65 and 52 per cent of the relevant respondents respectively. The community centres, however, are mentioned by only 48 per cent of the respondents from the villages where such centres have been built.

It is also to be noticed that in Kerala where no schools were built—obviously because of the already existing large number of schools—bridges are mentioned by the largest percentage of respondents, viz., 83. Roads and wells come next in their order of saliency.

In Assam, again, we find that roads get a primacy over schools. 70 per cent of the respondents mentioned roads whereas 65 per cent of the respondents mentioned schools.

In as much as the above percentages are related to the number of respondents who would normally have been expected to mention particular projects, the respective percentages of those who actually mentioned the various projects can be said to reflect the differential significance attached to these various projects in the minds of the villagers. It would appear therefore that taking all Blocks together schools have the greatest significance for the villagers and community centres the least significance.

A general question was also put to the respondents asking whether they considered the various projects that they had helped complete to be now useful to them. 96 per cent said that the projects had been useful. Though in Assam and Bombay the percentage went down to 82 and 83 per cent respectively, in all the other States, it remained at above 94 per cent of the respondents.

### **Responsibility for Maintenance of Works**

All the respondents were asked a question as to who should be responsible for maintenance of the various projects that had been completed? The numbers of those who had participated in the different projects varied considerably.

All the respondents were asked as to who should maintain the roads that had been built. 13 per cent said that they should be maintained by Government. 30 per cent said that they should be maintained by the panchayats and 25 per cent said that they should be maintained by the people who benefited by these roads. This last response is interesting in that it shows that some 25 per cent respondents don't see the roads as a facility equally beneficial to all. This was also indicated by the under-representation of certain occupational groups among those who participated in these projects. With regard to schools, 21 per cent of the participating respondents said that these should be maintained by Government. 22 per cent expected panchayat to maintain them and 23 per cent expected the beneficiaries to take this responsibility. In the case of wells, 37 per cent mentioned panchayats, 23 per cent the beneficiaries and 5.2 per cent mentioned the Government. In the case of drains, 50 per cent said that the beneficiaries should maintain the drains, 7 per cent expected the panchayats to do this job. Here again the very large percentage of those who say that the beneficiaries should maintain the drains shows that a number of respondents do not look upon this

facility as of general benefit to all the villagers. With respect to community centres, 30 per cent of the respondents expected the panchayats to maintain them, 11 per cent expected the participants to maintain them and 2 per cent expected the Government to do so.

All in all, the panchayat and the Government seem to be the two agencies to which villagers look for maintenance work. Since maintenance by panchayats would indirectly mean that the burden would have to be borne by the villagers, the respondents were asked whether they thought the villagers could raise enough money for maintenance work. It was encouraging to find that 50 per cent of the respondents answered in the positive. 31 per cent said that the villagers could not raise the money. 19 per cent said that they did not know.





## SECTION 4—COMMUNITY CENTRES AND SOCIAL EDUCATION PROGRAMMES

Community centres are probably the most comprehensive single activity in the programme of social education, adopted as a part of the community projects. From the point of view of the objectives of community development, this programme which involves the spontaneous participation of the people and aims at developing a sense of community among the villagers through cultural, recreational and educational activities, is of a far reaching significance. Ideally the community centre should provide a place where members of a community can gather together for a variety of leisure-time activities and also for purposes of meetings and discussions relating to other matters of community concern. It is possible to visualise the community centre as being the agency through which the community provides for itself a variety of different services, not only in the field of leisure-time activity, but also in the area of health and education. Thus an ideal community centre may be one where besides a library, a reading room, and sports activity, there is also located a primary school, an adult literacy centre and even a primary health unit. Actually, however, the community centres organised as a part of community projects concentrate primarily on library, games, the organisation of cultural activities through Bhajan Mandalis, Mahila Mandalis, etc., and in some cases the organization of adult literacy classes.

Even so the community centres involve an important set of activities in which the people themselves are expected to take active part. It is with this background that a study of about 49 community centres was undertaken in about ten different Blocks. The data presented below refer to these 49 centres.

It may be noted that ten centres each were studied from the Blocks in Bihar, Kerala, Madras and U.P. Five centres were selected from Assam and four from Bombay.

Each of these centres had more than one activity. The particular combinations of these activities are given at a later stage. Here it may only be noted that sports were provided in the largest number of centres (28), libraries were provided in 22 centres, literacy classes were organised in 11, other recreational and cultural activities in 10. Other activities such as Bhajan, Kirtans, etc., were organised in 20 centres.

### **Dates of Establishment**

The community centres that were studied had been established severally during all the years from 1952 to 1957. Of the 49 centres studied 7, *i.e.*, approximately 14% were less than one year old, 11, *i.e.*, 23% were between one and two years old, 9 or 18% had been in existence between 2 and 3 years, 15, *i.e.*, 31% between 3 and 4 years, 3, *i.e.*, 6% between 4 and 5 years and 4 had been in existence for a period longer than 5 years.

An attempt was also made to find out whether the community centres as an activity tended to be initiated in the first, the second or the third year of a particular project. It was found that 18 of these centres were established in the very first year of the project, 15 in the second year, 13 in the third, and 3 in the fourth year. This seems to show that so far social education activity as related to the community centres is concerned the number of new centres established decreases with every successive year. One wonders why the figure for the number of centres established tapers off in this manner. If community centres are an activity which reflect a more developed consciousness of community feeling, then we would expect that as the years go by there will be more and more centres developed in a community project Block. Our figures can however be interpreted to mean that the community centres are probably used as an instrumentality to create community consciousness and therefore are concentrated upon in the initial stages of development work. It is also possible that the decreasing number of community centres is merely a reflection of decreasing budget allocations becoming available for this activity in every successive year of a project. We do not have enough qualitative material to accept one rather than the other interpretation.

The distribution of our centres by types of Blocks shows that 20% are from the N.E.S. Blocks, 50% from C.D. Blocks and 30% from P.I.P. Blocks. Thus an overwhelming majority of them are, or till recently have been, in the intensive phase where more resources and a long period of time has been available to them for purposes of developing their activities. We would therefore expect that the level of operation of these centres would be satisfactory and that they would generally tend to enlist more and more participation on the part of the rural community.

### **Physical Structure**

The physical structures of the different community centres, vary from State to State. In some cases the centres are housed in temples or panchayat ghars. But the general policy is to encourage people to have separate community centre buildings. Where buildings have been erected as in the case of half of the centres studied, they usually consist of small structures of one or two rooms with some open space around them. The rooms vary in size from about 120 sq. feet to 300 sq. feet.

Where buildings have been built they are yet so new as not to call for special repairs. There are however a few cases where the buildings are not in a state of good repair. Wherever the buildings have been constructed the people of the area have contributed about 50% of the estimated expenditure.

### **Location of Community Centres**

The location of community centres from the point of view of their accessibility is an important factor that can contribute to or impede their success. This accessibility depends upon physical distance from different parts of the village, and upon whether it is approachable during all parts of the year. There is also a question of its social accessibility to all groups in the village.

The distribution of our centres on this criterion indicates that 80% of the centres were centrally located in the villages; 20% were located on the periphery of the village. 94% were accessible at all times of the day and year. 6% were not so accessible. 84% were accessible to all groups in the village, 16% were restricted in practice to some groups.

This last feature should be a matter of concern. That the community centres which should become the spear-head of progress should thus become the instrument of discrimination even in 16% of the cases is sad. The very purpose for which they are brought into existence is thus defeated in their case.

### **Activities**

Activities organised at the community centres consist usually of literacy classes, sports, music and dance, library, indoor games, Bhajans etc. Our analysis shows that 24% of the centres have only one activity each; 31% of them have two activities and another 31% have three activities each. Those which have four or five activities are only 14% of the total. One also notices that all the centres which have four or five activities are four or five years old. This is as it should be since it can be interpreted to mean that more and more activities are added as centres grow older. On the other hand, it must also be noticed that while all the centres which have four or five activities are four or five years old, not all centres which are that old have as many activities. The proportion of those which have these many activities is 26% of all centres which are old.

A further examination reveals that of the single activity centres which are 35% of the total, over 3/4th have either a library or the organisation of sports as their single activity. Among combinations of activities, we find that a literacy class and sports or a library and sports present the commonest combination.

Since sports and libraries occupy such an important place in the organisation of community centres, it is necessary to examine more carefully the quality of the facilities provided under these heads. Usually the facilities provided for sports consist of two things—a carrom board and volley ball. The participation in sports averages between 15 and 20 persons.

The participation in literacy classes and other recreational activities as observed by the field staff is highest when compared with other activities. On an average there are about 15 to 20 people who participate in this activity.

The library is used by about 10 persons. There are usually between 100 to 150 books and one or two local papers available in the library. The use of the library in terms of actual issue of books varies considerably. In some cases, books had not been issued from the library for almost five to six months. In other cases however the books were better used and were more frequently issued.

The newspapers however are an attraction. They have a regular readership in every centre. This readership cannot naturally be very large in view of the small percentage of adult literates in our rural communities. But the newspapers are used both by those who read them, as well as those who listen to them, and this latter is fairly large group in every village.

Another major attraction in a number of community centres is the radio-set that is often provided on a part-grant basis by the Block authorities. A large number of people gather to listen to the villagers' programmes, and other programmes as well. Where single-wave battery sets are provided there is not much of a choice in the programmes that people can listen to. But very often, the villagers have contributed and chosen to purchase the more expensive multi-wave length sets. The radio is popular with young and old alike. In many places it is this together with the reading room, that gives the impression of considerable activity in the community centres.

Among the periodic activities the commonest is the organisation of Kirtans and Bhajans which are popular.

#### **Activities Mentioned By Respondents**

The data so far presented on the community centres have been gathered from Block records and from oral statements of Social Education Officers. As a complement to this approach, some facts on this subject were also collected as a part of the study of People's Attitudes. These facts read together with the portion of community centres given in the Section on the Harijans give a relatively complete picture of the working of community centres. The first question that was asked of the respondents requested them to mention the types of activities organised in the community centres. The frequency with which the various activities are mentioned would be

said to reflect partly the emphasis on certain activities that has developed over a period of time. It was found that a total of 45% of respondents said that community centres existed in their village. Of these respondents, 54% mentioned recreational activity; 48% mentioned libraries; 40% mentioned cultural activities; sports by themselves were mentioned by only 22%.

It will be seen that the frequency with which the various activities are mentioned supports the impressions of the field staff and the statement of the Social Education Officers on which preceding Section was based.

### Activities in which Respondents Participate

Respondents who participate in community centre activities were requested to mention the type of activity in which they participate. Here again recreational activity was mentioned by the largest number, followed by cultural activities, library and sports in that order.

When asked what additional facilities they would wish to have provided in the community centres, 54% of those who replied to the question said that they would like to have more cultural activities; 15% asked for periodicals and books; 11% for sports activity. Of those who asked for additional programmes in community centres, 22% said that they would be willing to contribute the total cost of these additional expenditure, 12% were unwilling to contribute and 6% remained non-committal.

### Occupational Distribution of Participants

It was felt that the occupational distribution of the respondents participating in community centre activities would also be important to our study. If the community centres are expected to create a community sentiment and wave their activities around the needs of the common people, it was important that all the different sections of the community fell free to participate in their programmes. The proportion of respondents who participates from among those who live in villages where community centres exist, is given for each category of occupations in the following table:—

<i>Occupational Category</i>						<i>Proportion of respondents who participated out of those who could have replied</i>	
Absentee landlords	..	..	..	..	..	100	Per cent
Large Cultivators	..	..	..	..	..	75	"
Medium Cultivators	..	..	..	..	..	90	"
Small Cultivators	..	..	..	..	..	99	"
Tenant Cultivators	..	..	..	..	..	32	"
Cultivator-cum-labourers	..	..	..	..	..	76	"
Agricultural Labourers	..	..	..	..	..	29	"
Those in Service	..	..	..	..	..	14	"
Artisans	..	..	..	..	..	70	"
Businessmen	..	..	..	..	..	67	"

It is seen from the above table that the overall percentages of participation are very high though, relatively speaking, the higher proportion of participation is to be found in the groups of owner cultivators, cultivator-labourers and artisans. The smallest percentage of participants is in the category of persons in service.

The agricultural labourers are also represented in a very small percentage.

### **Women and Children's Programmes**

A question was asked of the respondents as to whether the programmes for women and children organised by the project authorities were helpful to them. 48% of the respondents said that they considered the programmes helpful. 52% said that the programmes were not at all helpful. Those programmes seem to have been appreciated most in Assam where 63% of the respondents expressed this favourably. In Bombay, the respondents were wholly negative in their attitude to these programmes and none of them felt that the programmes were useful.

Those who said that these programmes were useful mentioned such activities as spinning and weaving, children's parks and sewing, knitting etc., as meeting the special needs of these groups.

### **Role of Block Staff**

The role that the Block staff should play in the organisation of the various community centre activities is not very clear. On the one hand one can argue that community centres are an activity exclusively of the people and less the Block staff have to do with it, the better it is. On the other hand if community centres are intended to be utilised even if indirectly as an instrumentality of promoting project activities, then a more deliberate, though at the same time uninterfering use will have to be made of this particular agency. Beyond helping in the observance of some of the festivals or national days the project staff seems at present to have very little to do with the community centres. Even the Gram Sewak doesn't often visit the centre let alone actively help in the promotion of its activities. Once the buildings have been erected the higher officers of the Block, including even the SEO, seem to visit these centres only very occasionally and often when they accompany an outside visitor. Even in a purely formal way, only 8 out of the 49 centres are being looked after by the Gram Sewak and the Block staff.

Actually there is a good deal that can be done to improve the facilities provided at the community centre in such a way that more and varied groups of villagers can participate in the activities. Even with the existing groups of participants a good deal can be done in the nature of adult education through discussions, exhibitions, films, wall newspapers etc.

The acceptance of a more direct responsibility for adding to and improving the quality of programmes at the community centres is however not possible unless there is a strengthening of the personnel of the Block development team. At present there are usually one or at most two SEOs per Block. The total number of community centres which they can help organise and that be actively associated with, is necessarily limited. The Gram Sewak does not have the higher educational equipment that is called for if he were to give the necessary leadership for these centres. And even if he had the equipment, it is doubtful whether he would have the time to give to this one of his multifarious functions.

In this context the community centres are at present an activity more or less wholly left for the people to manage themselves. This can be an advantage but as at present this seems to result in a serious restriction and stereotyping of the kind of activities that the centres undertake.

One important aspect of efficient organisation is good record keeping. The proforma for study sought information on this point. It was found that 42% of the centres did not have attendance registers for their various activities, 44% of them did not have a stock book for furniture and equipment, 38% of them maintained no minutes books and 50% of them did not have even a membership register. It is true that record maintenance requires regular assistance which may not always be forthcoming from the volunteer leaders who manage the various centres and yet the need to maintain records imposes a certain structure and organisation on a set of activities which may otherwise be uncoordinated. Records also give a sense of continuity to groups and facilitate a review and evaluation of the activities of the group at various periods of time. There is thus a need for developing procedures by which educated members of the community could be brought in to cooperate on this point. This again would require considerable time and skill on the part of the Gram Sewak and the SEO.

### **Social Education Programmes**

Community centres are only one aspect of social education activity organised by the Social Education Officers. While this was the only one that was selected for special study, data were collected for the distribution of the other activities as well, in the different Blocks that were studied. Information was collected about the number of villages in which each type of social education activity was being sponsored. This information was sought partly from Block records and partly through interviews with the Social Education Officers. There are two limitations to which these data were subject:

(1) The information collected in Kerala and Madras was rather confusing. In these two States, the village as an administrative unit, consists of smaller units called hamlets or wards. Each of these smaller units is equal and often larger than the average sized village in other parts of the country

The data relating to distribution of activities, therefore, have a different significance for these two states as compared with the other four states to which this study relates. The data collected by the investigators is also a little ambiguous in that the distribution of the activities has not been given consistently either for villages or for hamlets. The two units have got mixed so that even for these two states, the figures cannot be separately interpreted. What has been done, therefore, is to comment only on data relating to the four States of Assam, Bihar, Bombay and U.P.

(2) The other limitation is only in the nature of a caution in reading of the following paragraphs. The figures for the various activities indicate only the activities that were once initiated by the SEO and do not necessarily imply that all these activities are still functioning. Our Investigators made no check on this point.

The activities for which distribution was obtained were the following:—

- (1) Community centres;
- (2) Reading room or library;
- (3) Adult literacy centre;
- (4) Youth clubs, young farmers' clubs;
- (5) Mahila Mandals;
- (6) Children's clubs; and
- (7) Other miscellaneous activities.

Taking all the above activities together it was found that the Blocks studied in Assam covered 43% of the villages by one type of activity or another. In Bihar only 12% of the villages are touched by these activities. In Bombay 80% of the villages have some type of social education activity or other organised in them. In U.P. only 33% of the villages are covered by social education activities. The distribution of the various activities for all the States taken together was as follows :

It was found that community centres had been established in about 20% of the villages, reading rooms in 33%, adult literacy centres in 58%, young farmers' club in 1%, Mahila Mandals in 13%, and children's clubs in 5% of the villages. The above percentage distribution relates not to the total number of villages in each Block or State, but only to the number of villages which are at all covered by one type of activity or the other. If we take the total number of villages in each Block then the number of villages covered by any one type of activity is found to be very small.

In Assam out of a total of 107 villages, there are only 9 villages which have got community centres, 10 of which have reading rooms, 27 have literacy centres and 1 has a youth club. Mahila Mandals and children's clubs are not organised in any of the villages of this Block. In Bihar the distribution is much poorer and we find that none of these activities is found



in more than 11% of the villages. It may also be noted that in the Bihar Blocks neither Mahila Mandals, nor children's clubs, nor youth clubs have been organised in any of the villages separately. The distribution in U.P. is also very poor. Community centres are to be found in only 6% of the villages. Reading rooms have been established in less than 3% of the villages; literacy centres in about 24% of the villages. There are no young farmers' clubs or children's clubs in either of the two Blocks that were studied. There were Mahila Mandals organised in about 1% of the villages in the Block.

#### **Attendance at Activities**

The SEOs were requested to state the average number of persons who participate in the various activities on a normal day. The attendance figures given by them are found to be very different from those noted by our field staff in the study of community centres. The figures given by the SEOs were found to be at least 40-50% higher even in that study itself. Here the averages are at least three times higher than those observed in the centres studied. It is not suggested that SEOs consciously gave higher figures to show the successful manner in which the social education activities functioned. The fact seems to be that most of them are not simply aware of the actual manner of their functioning. In the absence of any systematic records they have no way of giving even relatively correct estimates.

Thus it will be seen that the coverage of social education by percentage of villages in the Block is generally very meagre. If one goes further and takes up any one particular activity the coverage is even more scanty. The attendance figures at the various activities are also small. With this percentage of coverage and this level of attendance the various activities can hardly have any great impact on the people or can hardly contribute to the community project effort. It is certainly not a live movement.

## SECTION 5—COMMUNITY PROJECTS AND HARIJANS

One of the studies that the Programme Evaluation Organisation undertook on behalf of the Committee on Plan Projects related to the Harijan population. It seemed important to learn about the impact, if any, that the community projects had made on their life and to learn also of the attitude of Harijans towards the Community Projects Movement. The study was undertaken in ten Blocks. Five to seven villages were selected in each Block and a total of 275 respondents were interviewed on the basis of a prepared questionnaire. Of the Blocks selected two were NES and nine were CD Blocks. 75 per cent of the respondents were from the CD Blocks.

The effort in the questionnaires was first to obtain some factual data relating to education, land ownership, cultivation and employment. These questions were asked at the very beginning of the questionnaire without any mention of the Community Development projects. Subsequently a series of questions were asked to assess the awareness and the part and the attitude of Harijans towards community projects. An attempt was also made to find out the extent to which Harijans helped in the implementation of community projects, and also the extent to which they participated in the various special educational activities organised as a part of the community projects programme. We also wanted to know as to whether the Harijan population took an advantage of the efforts of Government to promote cooperatives and training programmes for the artisans of the rural areas.

Before presenting the actual data it is necessary to remind ourselves of the fact that though there are a few programmes in the Community Project Movement of which Harijans are likely to be the special beneficiaries, there are no programmes which are specifically meant for the Harijan population only. Thus we expected that in the utilization of loans and subsidies for housing and wells we would probably find the Harijan population well represented. We also expected that wherever Industrial training centres were established the Harijan population would specially benefit by them. But we were aware that the community development programmes as such did not provide for exclusive facilities for the Harijans.

At the same time, however, it must be noted that the State Governments have special departments of Harijan welfare and that they seek to introduce various ameliorative measures for the Harijans through their departmental activities outside the projects. It did not seem likely that the respondents would be able to make a clear distinction between project and non-project programmes. The questions relating to various facilities and programmes

were, therefore, kept somewhat general and our efforts to measure the impact of the community project themselves were necessarily limited and often indirect.

### **Occupational Distribution of Respondents**

Of the 275 respondents who constitute our sample, 29% were traditionally agricultural labourers, 18% were cultivators, 7% were cultivators-cum-labourers, 6% were cobblers, 3% were sweepers and 2% were artisans. The rest of the sample consisted of other occupational groups. In Kerala the largest proportion come from agricultural families—60%. In Bombay, U.P. and Bihar the largest proportion were owner cultivators. We were interested in finding out how many in our sample were following occupations that were higher than the traditional occupations that they were expected to follow by their caste norms. We found that 23.4% of our respondents fell in this category whereas 76.6% of them either followed the same occupation or even an occupation lower than that indicated by their caste-group.

The statewide variation in the percentage of Harijans practising occupations socially higher than those traditionally prescribed for them is of some interest. One notes that Assam has the highest percentage of Harijans practising occupations of higher social status. 76% of the respondents in Assam fall in this category. This finding seemed a little surprising, considering the relatively under-developed economic conditions in that State. The explanation can probably be found in the nature of our sample. It is found on reviews that a large proportion of the respondents from Assam are Scheduled Caste persons who are not Harijans in the usual sense of the term.

It may also be noted that the percentage of respondents following occupations of higher social status is very low in the States of Bihar, Madras and Kerala. It does not exceed 6% of the respondents in any of these three States. In Bombay and U.P. this percentage is 24% each.

This ranking of occupation is necessarily somewhat arbitrary and in our democratic context, even perhaps undesirable. But it is not incorrect to say that such ordering does in fact exist in our rural areas.

Normally the fact that atleast 23% of the respondents are following higher occupation should be a source of gratification. But we have no comparable figures in percentages for other caste groups. Besides, the fact that 23% of Harijans are following higher occupations is in itself not very significant because even some of these relatively higher occupations are low in social status.

It may be emphasised here that one cannot even indirectly attribute this upward mobility for 23% of the Harijans to the impact of community projects. One does not know when exactly the change of occupations took place and what the corresponding change is in the non-project areas. It may have taken place much before the community projects were introduced.

### Proportion of Children in Schools

It was felt that the number of children going to schools would be another rough indication of whether or not the conditions of life of the Harijan population have generally improved. Here again the data relating to education was collected just to serve as a background for subsequent information and not necessarily to indicate the fact of the working of the community projects.

It was found that there were 399 children between the ages of 5 & 15 in the total sample of Harijan families studied. Of this number 42.1% were going to school. Thus even in the community development project areas—9 out of the 11 Blocks were C.D. as mentioned above—there are still about 60% children in the Harijan families who are not going to school.

Even in the same state the variation from one Block to another is some times very great. In Kerala in one Block we find that 32.5% of the Harijan children of school-going age are actually in school, whereas in another Block this rises to 80%. The same variation is observed between two Blocks in Assam. In one case the figure is 31% and in the other it is 80%. In Madras again there is a variation from 15 to 50%. In the other States the figures for the two Blocks are comparable. The overall percentage of school-going children is the highest in Kerala (58%) followed by Assam (57%), Bombay (47%), U.P. (28%), Madras (27%), and Bihar (26%). One notices that Madras which has otherwise a higher percentage of educated adults in our sample, for other studies has a very low proportion of Harijan Children in schools. From the qualitative material collected by our investigators it is clear that if there is one thing on which the Harijans have pinned their hopes of progress, it is education. This is the one programme to which they respond intelligently and spontaneously. These facilities now available for their children going to schools are mentioned by them most frequently as the factor because of which they expect a better future.

We wanted to see as to whether this enthusiasm for education was reflected in the number of those above the age of 15, who continued in schools. We found that in our entire sample of 273 families consisting of 612 persons above the age of 15, there was only one solitary individual who was in school or college. This has a serious implication in social development as it shows that in spite of the special facilities and scholarships made available by State Governments there are no Harijans (at least in the families constituting our sample) who go in either for high school or college education. But probably it is too early to arrive at any definite conclusion. The special facilities afforded by Government to Harijans can be expected to reflect themselves in a high proportion of school and college going adults only after the present primary school children have grown up to fifteen years and above.

### **Cultivation**

Information was gathered as to whether there was an increase or decrease in the land owned and or cultivated by Harijan families in our sample. This increase, if any, referred specifically to the project period.

Of the 147 families who owned and cultivated their land 13 *i.e.*, 9% had added to the land that they owned during the project period. Among the non-owning tenant cultivators four out of 50 *i.e.*, 8% families had added to land that they cultivated. Some of the families in these two groups are common but even assuming that there was no overlapping in the two categories the total number of families who had at all increased their units of cultivation is as small as 17 out of 207.

In Bombay and Madras not a single Harijan respondent reports having increased his holding. Bihar has 7 such respondents and U.P., Kerala and Assam have 2 each.

### **Employment**

Data were obtained for the total adult population—male as well as female—to know whether or not they were employed at the time of interview.

There were altogether 612 adults (232 male and 380 female) in the sample studied. Of these 69.3% were employed and 30.7% of the families were not necessarily without means of subsistence. But they do indicate that 31% of adults among Harijans were not employed. When we analyse these figures separately for the two sexes we find that 85.9% of the males and 59.2% of the females were employed.

If we make Statewise comparison we find that Assam, Bombay and Kerala have the highest percentages of employed Harijans with 90%, 79.6% and 74.4% respectively. Madras has the lowest percentage of them employed with 45.2% and Assam has 70.1, and U.P. has 50.4. After asking this question regarding whether or not they were employed on the actual day of interview, a more general question was asked as to whether they felt that they had generally had better employment during the preceding two or three years (approximately the period of project activity).

### **View of Present Employment Opportunities**

It was found that of the 273 respondents interviewed, 22% felt that they had had better employment during the immediate two or three years before then. On the other hand there were 19% in the sample who said that their employment opportunities had become worse during the same period. 55% of the sample said that there had been no change.

The Statewise distribution of respondents who say that their employment conditions have bettered during the last two or three years shows considerable variation from State to State. In Bombay and U.P. we find 48 and 44%

of the respondents respectively saying that their employment opportunities have improved. In Madras not a single respondent seems to feel that his prospects have improved. In Kerala only 8% find such improvement and actually the percentage of those who say that their employment opportunities have become worse during the last two or three years is the highest in Kerala. This percentage is 52 as compared with the general average of 19.

A question was also asked of the respondents about the employment opportunities for other members of their families. The distribution of replies to this question is very similar to the distribution of replies to the question analysed above. It is found that 50% of the respondents in all States say that the position has been very much the same, 16.1% (5% less as compared with the earlier question) say that their prospects have improved, 17.9% (as compared with 19% in response to the earlier question) say that their opportunities have worsened during the last two or three years. The percentage of those who are unable to give a specific reply rises to 16.9% as compared with 4.1 per cent in the earlier question. This increase is natural, since the respondents were here asked about the employment opportunities of other family members.

Comparison of answers for different States brings out the same conclusion as earlier. Bombay has the highest percentage of respondents who say that members of their families have had better employment during the project period. U.P. comes next with 28% respondents in this category. All other States except Madras, have between 10 to 15% who give this response. Madras does not have even one respondent who says that the prospects of employment for members of his family have improved.

These figures are important not because they necessarily reflect the reality of the employment situation but because they give an indication of the subjective reality of the respondents. If, as indicated by our figures, an overwhelming majority of the Harijans feel that they have either had no better opportunities than before, than their general morale is going to be low and their attitude to the governmental effort at promoting their development is going to be unenthusiastic.

It is important to realise that attitudes to services and benefits are influenced not only by the actual benefits conferred but also to a great extent by the expectations aroused in the minds of the beneficiaries. We have no conclusive index of the actual number of families benefited by the various programmes, but the qualitative material collected by the interviewers has tended to show, that even where benefits have been conferred, they have been often perceived as being shorter than the promises that have been held out and the expectations that have been aroused. This situation has important implications for our propaganda and publicity policies as also for some of our social education programmes.

After ascertaining the number of respondents who felt that their employment opportunities had improved during the immediately preceding years we went on to ask another question about what they thought this improvement was due to. While all the answers given by the 22% respondents could be construed as resounding indirectly to the credit of the community development programmes, there were only 13 (22%) of those who specifically mentioned the community development programme as having been chiefly responsible for better employment opportunities. There were 23 i.e., 40% other who mentioned the new constructional works that had been undertaken by Government as being responsible for better employment and the other 22% said that cultivation had improved and had created more employment. If we put all these groups together we see that an overwhelming majority of those who admit to have had better employment, attributed betterment directly or indirectly, to the operation of the community development projects.

### **Benefits of Loans and Grants Programmes**

Respondents were asked as to whether they had themselves benefited by any of the loan or grant programme of the Government. Of the total sample only, 11% said that they had derived these benefits. The rest of the sample of respondents had derived no such benefits. When asked as to why they had not benefited by this programme it was found that 47% of them had no knowledge about the availability of such facilities. 26% replied that they had either not needed, or not applied for such benefits. 22% of them gave some other reasons and 4% said that they had applied for assistance, but had not obtained it.

The number of those in our sample who obtained the assistance is by itself not significant unless we can relate it to the total number of those of all communities who derive such benefits. This latter number is not available. Thus while we know that 11% of the Harijan families studied by us derived benefit from the loans and grants programme, we do not know whether this percentage is higher or lower than comparable percentage for the other caste groups.

We may however, learn something from the fact that even in areas which were primarily community development areas, as many as 47% of the respondents said that they were not aware of the availability of such loans and grants.

Making Statewise comparisons we find Kerala has the highest percentage of the Harijan sample families who had benefited by these programmes. They numbered 24% of the State sample. Assam had 14%, Bihar 10%, U.P. 6% and Madras 4% of such families in the respective samples.

### **Projects Benefits and Harijans—Views of BDOs**

Information regarding whether the community projects had made any impact on the Harijan population was sought from the Harijans themselves and also in addition from the Block Development Officers. The opinions of the Block Development Officers about whether and in what manner the Harijan population has benefited from the Community Project Programmes serves as a frame of reference against which one can examine the opinions given by the respondents themselves.

Of the 21 Blocks Development Officers who were interviewed only 9 said that the Harijans had derived any considerable benefits. 11 said that they had received no special benefits. Those who said that the Harijans had benefited referred primarily to the additional employment provided through constructional activities and to the benefits provided through social education programmes. While neither of these two are activities intended specially for the Harijan population, it is partially true that, since a large proportion of manual labour in the rural areas is drawn from the Harijan population, this group is likely to benefit more than any other from the additional opportunities for employment provided by constructional works. It may also be true that because of the greater backwardness of the Harijan population in terms of education, they benefited specially by the adult literacy programme which was organised as a part of social education activities.

On the other hand, it is equally true that the general nature of the community project programmes is not such as to prove specially beneficial to a non-agricultural community. 6 out of the 11 Block Development Officers who said that the Harijans did not benefit by Community Project Programmes mentioned this particular factor. They said that their programmes did not directly touch the landless population. Another fact mentioned by 8 out of the Block Development Officers was the poverty and ignorance of the Harijan population which generally put them in a relatively less advantageous position from the point of view of deriving maximum benefits from project programmes. As stated by some of the respondents themselves and also by a few of the Block Development Officers, the Harijans have usually no land which can serve as a security for their benefiting by a programme of loans either for agricultural or for housing purposes. As was seen earlier, they do not, as a result, actively participate even in programmes of co-operation.

### **Participation in Social Education Activities**

An area wherein Harijans suffer most is that of social discrimination. It was therefore thought important to find out whether any significant proportion of the Harijan population participated in the various programmes of social education organised in the villages. Two questions were asked of the respondents. One question related to the respondent himself. Here



he was asked whether he participated in any of these activities, and, if so, which activities he participated in. The other question asked was whether the members of his family participated in the social education activities and the type of activities in which they participated.

Of the respondents themselves, 89 i.e., 32.6% participated in social education activities.\* The percentage of respondents rises to 40% when the question is broadened by asking whether members of their families participate in these activities.

The distribution of participation by types of activities is also found to be fairly comparable for the two groups. In the case of the respondents, we find that 66% of the respondents who participate, do so in community centre activities. The same percentage holds true for the families of respondents. The proportion of those who participate in Youth Clubs is 33% for the respondents and 30% of their families. Those who participate in literacy activities total 27% among the respondents and 33% among their families.

We also note that among those who participate, the activity that is most popular is that provided by the community centres. Youth Clubs and the literacy classes enlist about 30% participation from among the respondents as well as from their families. The activity which elicits the least enthusiasm seems to be the young farmers' club which has the smallest percentage of participants not exceeding 6. The relatively low percentage of participants in the case of young farmers' clubs is probably understandable in view of the very small proportion of Harijans who are owner-cultivators. As agricultural labourers they have no incentive for becoming members of farmers' clubs.

All those who did not participate in community centre activities were asked why they did not do so. 48% of them said that they did not participate because none of these activities were organised in their villages.† 15% said that they had no time. 14% said that they were illiterate and hence could not join in a number of these activities. 3% said that they were not welcome. 5% pleaded old age. 9% said that they were not aware of these activities and others gave various other reasons.

#### **Attitudes of non-Harijans to Participation by Harijans in Community Centre Activities**

The sample selected for the study of people's attitudes to community projects consisted wholly of non-Harijans. It was therefore thought

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\*This percentage figure is not lower than that for the non-Harijan population. Actually the most relevant percentage would be of those who participate in Social Education activities from among those who could have participated in them. The latter group consisting of those in whose villages the activities are organised.

†If we take this group out then the percentage of participants to those who could have participated can be obtained. This percentage works out to 48. This is very much lower than the corresponding percentage of 75, for non-Harijans as seen from the data presented in the Section on Community Centres.

opportune to find out the attitudes of the respondents towards participation by Harijans in the Community Centre activities. The significance of their attitude on this point in the attainment of community centre objectives need hardly be laboured.

57% of the respondents said that Harijans should also participate in Community Centre activities. This proportion of respondents who answer favourably would probably have been satisfactory 10 years ago. In the present context, it must be considered to be rather disappointing. What is even more disconcerting is the obvious unawareness on the part of those who do not give this favourable response of the undesirability of their attitude, from the point of view of the accepted goals of our national life. They seem to attempt to escape giving negative reply by making no reply at all. Thus we find that the group which is not committal constitutes 40% of the total number of respondents. The largest number of those who do not reply comes from Bombay. This is somewhat surprising and makes one doubt as to whether the question was fully canvassed in the particular Block. The highest number of those who gave favourable response comes from the States of U.P. and Bihar with 88% and 80% respectively. Madras has the smallest percentage of those who favour the admission of Harijans to Community Centres barring, of course, Bombay where none seems to have given any reply.

The general picture that emerges in response to this question is hardly such as to allow us to be complacent about the progress made in the direction of the removal of untouchability.

### Membership of Cooperatives

The promotion of cooperation and cooperative societies has been accepted by Government as a programme demanding high priority. An assessment of the acceptance of cooperative societies was therefore considered useful. Questions on this subject were asked both in the study of Harijans as also in the study of people's attitudes. Of the Harijan sample studied for purposes of this survey, it was found that 18% were members of cooperative society of one type or another. The percentage of membership was the highest in Bihar and was the lowest in Kerala with 31% and 4% members respectively. The data from the study of people's attitudes show that the percentage of cooperative membership among the non-Harijans is higher by 10%. The difference is significant.

An 18% membership is not very high for areas which have been selected for development purposes. We were, however, interested in knowing how many of these members enrolled themselves as such before the project period and how many after project work had begun. It was found that nearly 2/3rd had become members after the project work had started and

only 1/3rd members were prior to it. This is encouraging, if it is also true for the other members for whom the question was not canvassed. It implies that though the cooperative effort as a whole is something new in this area and though the general membership is low, a good part of it has been enrolled subsequent to the intensive development efforts, begun during the project period.

The overall low proportion of membership can probably be understood in the context of the type of cooperative societies existing in the villages. Most of the societies are of the nature of multi-purpose credit societies focussing primarily on the needs of the cultivators. Harijans are primarily agricultural labourers or artisans and are naturally not likely to benefit much by participating in these societies. The non-members were asked why they had not become members of cooperative societies. 42% of those who could have become members of cooperative societies, and yet are not members, said that they did not enroll themselves as members because, they were not interested or because the societies had not met any of their needs. 14% of them said that in the absence of any landed property, they were not eligible to be members of a cooperative society. What this latter group probably meant was that landless persons could not obtain any benefits of credit facilities in the absence of property which could be held as a security by the society.

Taking all the data together it is observed that the progress of cooperatives has been uneven in different States and between different areas even in the same State.

### **Participation in Constructional Projects**

Respondents were asked about whether they had helped in any constructional projects undertaken as a part of the community programmes in their villages. 58% of the respondents answered in the affirmative. While this percentage may by itself appear satisfactory it will be seen to be much lower as compared with the percentage of the village community as a whole as revealed by the Peoples' Participation and Peoples' Attitudes studies.

Harijans' participation in construction works was highest in U.P. (94%) and lowest in Madras (26%). Bihar had a participation of 64%, Bombay 36%, Kerala 50% and Assam 66%.

The respondents who had participated were also asked about the nature of participation or contribution made by them. Free labour was given by 94% of the respondents, cash contributions were made by 13.3% of them and contributions in kind by 8.8%. Cash contribution was restricted only to the three States of Assam, Bombay and U.P. Here again, it was only in Bombay that the percentage of those who gave cash contribution was actually higher than the percentage of those who gave free labour.

A question was also asked from the respondents as to whether different works completed in the villages had been beneficial to all the villagers or to only a section of them. 227 of the 275 respondents answered the question. 77% of the total number of respondents considered the projects to have been beneficial whereas only 5.2% considered them to have been beneficial to a small section of the community. The rest of the 17% did not reply to the question. The number of those who thought that community projects serve sectional interests was the highest (23.5%) in Madras.

Compared with participation figures for the village community as a whole, participation of Harijans is found to be low. A number of reasons have variously been given for this situation. It is to be remembered that very often the only way in which the Harijan population can participate is by giving physical labour. To do this deprives them of a whole day's wages and involves a much greater sacrifice on their part than is called for from the relatively better off families.

### **Training Programmes for Artisans**

Respondents were first asked about whether they know if the training centres for artisans had been started in their respective Blocks. Only about 106 individuals answered this question. Of these 64% answered the question incorrectly and 36% knew whether or not such training centres had been established in their Block.

Of the 38 respondents who had knowledge of the starting of training centres, 28 have some definite knowledge about what the nature of the training programme is. The rest have only a general idea about it. Most of those who know about training centres, however, think that the training centre will prove beneficial to the village artisans. We may note here, however, that only two out of the 11 Blocks studied have such training programme for artisans. It was not surprising, therefore, that on the whole the respondents were either ignorant of, or indifferent to, this programme. Those who are aware of the programmes felt that their earnings would go up if they learnt additional crafts or improved methods of leather work. They also felt that skilled artisans could then meet the requirements of the villages at cheaper rates.

### **Attitude to Community Projects**

The questionnaire for the Harijan respondents was so framed that in the first half of it, there was no direct mention of Community Projects or National Extension Service Programmes. All the information regarding employment, education, membership of cooperative societies, etc., was asked without a specific mention of the Community Projects. Subsequently, a question was asked about whether they were aware of the Community Project programmes operating in their area. 65% of the respondents were

found to be aware of the programme; the rest 35% were not aware of the term Community Project or Community Development or its equivalent in the corresponding Indian language. Considering that nearly all the Harijan respondents were male adults who should normally have come in contact with Community Project officials and Community Project programmes, it is rather surprising to note that even two or three years of operation, 1/3rd of the Harijan respondents in the various blocks should have said that they did not know about these development programmes.

Following this, the respondents were explained what was meant by the community development programme and they were then asked as to what in their opinion these programmes had done for the Harijan population. 53% of the respondents said that they were not aware exactly what the programmes had done for the Harijans, 6% mentioned loans as one of the programme by which they had benefited, 5% mentioned other programmes. The rest of the respondents constituting 36% of the sample said that the programmes had conferred no benefits on them.

In the context of the replies to the earlier question, this high proportion of people who are either ignorant of or who think that the development projects have done nothing for the Harijans, seems rather unbelievably high. It emphasises the need for greater communication and interpretation of the aims as well as the achievements of the development programmes.

#### **Attitude to future**

All the respondents were asked as to whether they felt that their children were likely to have better future than the respondents themselves had. 51% of the respondents were hopeful and gave various reasons in support of their hopes. The largest single number seemed to base their hopes on the better facilities for education. They said that once education was within their reach they and their children could definitely have a better future. There were also other reasons of a more or less general character given by the respondents. Some said that there will be general economic improvement of the people as a result of the various schemes introduced by Government; others felt that loans and other facilities will become more easily available as time passes. Generally they seemed to feel that Government was taking more interest in their welfare than previously.

On the other hand there were those (25%) who saw a darker future ahead. They said the difficulties were increasing and that their children would not know even the little peace that they had. Some of the others saw danger in the rising prices of paddy without the corresponding increase in the daily wages. Two factors seemed to loom large in the minds of these pessimists : unemployment and failure of crops.

The balance of 24% of the respondents gave no specific reply to the question.

## SECTION 6—THE BLOCK ADVISORY COMMITTEE

The study of the Block Advisory Committee was undertaken with a view to examine its composition and functioning in the various States. Originally the intention was to make detailed case studies which would provide an insight into the actual working of a certain number of committees, and enable one to see the decision making process at work and also the extent to which the official and non-official members seemed identified with the objectives for which the Committees were set up. This, however, could not be achieved because the investigators had a work load which did not allow them to give detailed attention to the qualitative aspect of the functioning of the Block Advisory Committees. They also found that in a short stay of fifteen days in a Block, they did not have a chance of really observing the working of the committees and that their study had necessarily to restrict itself more to the purely structural aspects of the committees.

The data used for this study was derived from three sources. The first consisted of an examination of the records of the Block Advisory Committee from the point of view of the number and frequency of its meetings and the attendance of the members at these meetings. The second consisted of information about their impressions of the work of the respective committees. The third source consisted of interviews with the official and non-official members of the Block Advisory Committees. Altogether ten Block Advisory Committees were studied. Forty-two official and fifty-two non-official members were interviewed in addition to all the BDOs of the 21 Blocks, studied.

### Objectives of the BACs

The objectives of the BACs have been stated variously by the different State Governments. It is easy to discover a common frame of reference out of the Government orders issued for this purpose.

The committees are expected to advise in the planning and execution of the Community Development Programme.

They are also expected to help in enlisting popular support and participation.

The Committee is a purely advisory body having no executive functions. Its decisions, therefore, are not binding on administration.

### Composition and Size of the BACs

The Block Advisory Committees are composed of some official members, and some non-officials, with the Collector or other corresponding official as the Chairman and the BDO as the Secretary. The size of these Block

Advisory Committees varies greatly from one State to another. In Kerala the average size of a BAC is made up by 18 members. In U.P. it is 150—160, in Assam it is 50, in Madras it is 24, in Bihar 29, and in Bombay 22. The variation in numbers is due primarily to the variation in the quota of non-official members but also to some extent due to the variation in the representation of the different departments. In Kerala the average official representation consists of 8 members, in Madras it rises to 17 and in U.P. to 21. For non-official members the variation is even greater. In Kerala there is an average of eight non-officials, in U.P. is 138. Generally the tendency is to have more non-officials than officials on the Committee. But this is not necessarily so everywhere. In Madras the number of official members is twice that of non-officials. The same is true in one of the Blocks in Kerala. In Bihar again we find an average of 15 officials to 13 non-officials.

With such great variation in number as well as the relative proportions of officials and non-officials, one wonders how the Block Advisory Committees in the different States can still be fulfilling the same functions. In U.P. the Chairman of every village Panchayat is an *ex-officio* member of the Block Advisory Committee. In some of the other States the Panchayats are not required to be at all represented on the Block Advisory Committee. While the need for associating Panchayats with the work of the BACs need hardly be argued, it is difficult to see how a committee of 160 members can at all function effectively. The nominations of non-officials to the Block Advisory Committee are made by the Government on the recommendations of the local administration. An effort is usually made to include in the committee all persons who have status in the community because of the public posts they hold. Yet there is no clear indication as to the exact categories of persons that should be canvassed before the finalising of the list of names. If the BAC is really to fulfil its advice giving functions, it must be composed of members who have the competence to give such advice. It is not unusual to find wholly illiterate and in many ways ignorant, persons being members of Block Advisory Committees. It is, of course, possible that some of the individuals exercise considerable influence in the local community and can offer help in enlisting popular support.

Some of the BDOs also made a suggestion that it may be worthwhile considering giving representation not only to the agricultural section of the community but also to those who practise cottage industries and other occupations. Some others suggested that women should be given representation on the BACs.

Some of the official and non-official members of the BACs also made similar suggestions suggesting that Headmasters of High Schools and representatives of Taluk Panchayat Associations should be members of the BACs.

### **Delay in Formation of BACs**

A point that one cannot help noticing is the relatively long period that elapses between the date on which the work of the Block begins and the date on which the Block Advisory Committee is formed. It is noticed that in the present sample, the average period since the enunciation of Block activities is 3 years and 2 months. The average period during which Block Advisory Committees have been functioning is, however, only 2 years and 2 months. Thus about a year had elapsed before the Block Advisory Committees were formed. If one of the objectives of Block Advisory Committees is to enlist the cooperation of the people of the area in the planning of the various works of development the formation of BACs after the activities in the Block had already begun is wrong in principle. It would probably have been much better to form Block Advisory Committees prior to the beginning of Block activities in the given area, since this would have helped the Block staff to get an idea of the priorities given to various projects by the people themselves.

### **Functions of BACs**

While the general objectives in the setting of the Block Advisory Committees have been given above, the specific functions that they perform can only be seen from the actual business transacted by them. It appears that the committees usually devote their time to review the progress of work, to considering allocation of budget proposals, to approving individual development schemes, and recommending supplies of equipment and grants-in-aid to individual villagers. The decisions taken by the BACs are not binding on administration and the BAC is not required to take responsibility for the execution of any of the programmes it has approved. The official and non-official members, as well as the BDOs suggested some modifications in the functions of the Advisory Committees. Some of them felt that the BACs should be given freedom to act within certain overall financial limitations. They wanted the BACs to be empowered to institute inquiries and if necessary to take action regarding any shortfalls in targets.

A few of the official members suggested that the BAC should allot work to extension officers. Another suggestion made was to empower the non-official members to supervise the work of the Gram Sevaks in their respective areas and to discuss their reports at the BAC meetings.

Another suggestion made by an official was to the effect that works approved by a BAC should be preceded without awaiting further administrative sanctions.

### **Meetings and Attendance of Members**

The BACs meet at varying intervals of time. The number of meetings held in a given period of time has varied from 2 to 25 in different Blocks. The average number of meetings over a period of one year for the twelve



Blocks for which the information is available is between 3 and 4. In actuality some committees were found not to have met for more than six months at a stretch. It was found that the attendance at these meetings also varied from an average of 19%—62% between the different States. The total overall average of attendance was 43%.

### **Non-Official Members**

In this study, we were naturally interested in finding out what the non-officials themselves felt about their membership in the BAC. One index of their attitude is their attendance at meetings. While an attendance at 53% of the meetings cannot be considered very satisfactory, it cannot at the same time be considered a very indifferent performance. This percentage of attendance varies from State to State, it is the lowest in U.P. with an average of 40% and the highest in Bihar with 75%.

The non-official members were also asked about the reasons because of which they did not usually attend meetings. 41 out of 52 non-officials interviewed answered the question. 55% of them gave lack of time or other pre-occupations as the major reason. 22% of them gave ill-health to be the reason. 15% of them said that they had been out of stations and the others various other reasons, such as lack of transport. When asked whether they read the minutes of meetings, 37 out of the 52 said that the minutes were circulated and they read them. The others incorrectly said that the minutes were not circulated. The proportion of those who read the minutes is the highest in Madras where 11 those interviewed said that they read the minutes. The same was true of Bombay. In Assam 7 out of 8. In Bihar 6 out of 10 respondents read the minutes, in Kerala 6 out of 11, in U.P. 5 out of 10 can be put under this category.

The members were also asked about whether they felt they could effectively influence decisions in the BACs. 75% of them said that they were able to influence the discussions in the committee, 8% felt that they could do so only to a limited extent and the rest 15% felt that they were not able to exercise any influence on the work of the BACs. This last is a small group and yet it is sufficiently large to deserve attention. The percentage of those who said that they could influence decisions in the BAC was highest in U.P.—90%. It was lowest in Kerala—64%. Bihar had the largest percentage of those who felt they were unable to influence the decisions made in the BAC—30%.

### **Official Members**

As at the time of enquiry, the average duration of membership for the official members was 1 year and 7 months. Considering that some of the Blocks that were studied were in the post-intensive stage and that a majority were in the intensive stage, this duration is rather small. The duration of membership for officials in the National Extension Service Blocks is much smaller than this average. It was found to be only about 9 months.

This period has, however, to be related to the average period for which all the Block Advisory Committees have been in existence. For the present sample, this average works out to 2 years 2 months. It is thus seen, that the average period of membership is lower by about 5 months than the average period of the existence of the Block Advisory Committees. This difference, however, is small and it may, therefore, be assumed that there has not been too much of turn-over in the composition of the official membership of the Block Advisory Committee.

### **Attendance at Meetings by Official Members**

One difficulty visualised in the case of official members related to the feasibility of their personally attending the meetings of the Block Advisory Committees. This difficulty, it was felt, would be all the greater in view of the fact that normally, the official members of the Block Advisory Committees are chosen from among the Heads of Departments at the district level. It was gratifying to find, therefore, that as many as 86% of the official members interviewed said that they usually attended the meetings themselves. This percentage was low in U.P. and Bihar—66%. In the other States the official members interviewed said that they personally attended all the meetings. Only one respondent said that he had often to depute one of his colleagues and subordinates to attend these meetings.

Official members of the Block Advisory Committees were asked about whether or not the non-official members were regular in their attendance of the Block Advisory Committee meetings. 57% of them thought that the non-officials were regular in their attendance. When the same question was asked about the official members, 67% of them said that the latter were regular in attendance. When they were asked about reasons for non-attendance, 9 out of 10 who said that attendance was not regular attributed it to lack of transport and lack of time. When the same question was asked with reference to the non-official members, 73% of them said that non-attendance was due to lack of interest. The non-official members themselves, as we have seen, attribute their inability to attend some of the meetings to lack of time rather than to lack of interest.

### **Decisions**

An attempt was made to see as to what proportion of the decisions made by the BAC had actually been implemented. As on the data of study it was found that of the 53 decisions that the various BACs had taken, 39 were implemented. Bihar had the distinction of having 97% of the decisions of the BAC already executed. In Kerala 89% of them were implemented. The percentages for U.P., Bombay, Assam and Madras are 78, 68, 66 and 44 respectively. Of the others, a majority were awaiting governmental sanctions. The percentage of decisions actually executed is high allowing for the delay in obtaining of administrative sanctions.

Here we may note the procedure usually adopted in the meetings of the BACs. The proposals for various schemes are made by the BDO who has usually already discussed the items with the Chairman. In most cases, the Chairman is himself the final sanctioning authority for the projects. The non-official members do not normally bring forth any proposals of their own. The meetings of the BAC usually restricted themselves to accepting or rejecting the proposals put up by the Block administration. Since the non-official members do not themselves initiate new proposals, the possibility of the meeting approving of the new proposals, which were not acceptable to the administration is very remote. This procedure to a certain extent explains the relatively high proportion of decisions implemented by administration.

It has, however, the disadvantage of not fully involving all the members of the Committee. So long as individually all the members are not required or expected to take initiative in putting forth new proposals they are likely to regard their role as passive and to that extent will not fully feel identified with the work of the committee.

In this context it is actually gratifying that the percentage of average attendance at the various meetings is even as high as 43. A study of the attendance put in by individual non-official members who were interviewed shows that on an average each of them has attended about 53% of the meetings convened during his period of membership.

### **Usefulness of the BACs**

A question was asked of the official respondents and the BDOs about whether they found the BACs to be at all useful. 17 BDOs out of 21 thought that the BACs served a useful purpose. Only one thought that it served no purpose and the rest of the three made no reply. When asked to comment upon the exact nature of the advantages and the disadvantages of having non-official members on the Committee the majority of the BDOs said that the Block Advisory Committee provided a contact between officials and non-officials, that they are an agency for associating people at the planning level, that they help in publicity and in securing public cooperation. The disadvantages or difficulties in associating non-officials, according to them, seemed to be the working of political factions within the BAC, the effort of some of the members to seek fulfilment of their sectional interest, the general ignorance of some of the members and the tendency of some to interfere in administration.

The official members, who were asked the question about the advantages and disadvantages of having BACs, answered by pointing more to the advantages than to the disadvantages of having BACs. Though each of them was free to, mention both advantages and disadvantages there were only two who mentioned any disadvantage at all. The others described the advantages variously as a link provided by the BAC between Government

and People, as a machinery of coordination between officials and non-officials, as providing a forum for public discussion etc. Only three of them mentioned the fact that the BAC also serves as a machinery for coordination of the activities of different Governmental departments.

When asked more specifically about the disadvantages of having non-officials, however, some of them mentioned the waste of time it involves, the unnecessary hindrances created by non-official members and their general lack of interest. But at the same time they saw advantages following from such association, in the guidance they received in local conditions, the help in fixing priorities etc. etc.

Thus about the usefulness of the Block Advisory Committee, there seems to be near unanimity. 92% of the official members felt that the Block Advisory Committees were useful in making plans of work for the Block.

86% of all official members said that the decisions taken in the Block Advisory Committees are usually implemented. 90% said that they are not implemented and 5% said that some of the decisions are implemented. The officials in Assam, Bombay, Madras and U.P. were unanimous in their opinion that the BACs were useful. In Kerala and Bihar there were a few members who thought differently.



## **SECTION 7—PEOPLES' ATTITUDE TO COMMUNITY PROJECTS**

Community Projects have two objectives. One is to achieve some measure of social and economic development of the communities in which the projects operate and the other is to set such processes into operation that the work of development is progressively taken over by the community itself. The role of the Governmental agency is, therefore, two-fold. On the one hand, it functions as an agency which supplies resources and technical help. On the other hand, it has to ensure that these resources are so given that the process of helping stimulates self-help on the part of the community itself. It is the latter role that is of much greater and more far-reaching significance of the two. The attainment of physical targets is important but not enough. If our programme of community development has any special significance, that significance lies not in the number of services that are offered, or the number of villages that are benefited nor even in the speed with which the development takes place. It lies in our objective and effort of arousing the rural community to democratic action so that it will function like a healthy community which does not wait to be driven and goaded but takes initiative in utilising the resources which are available and in procuring and in creating new resources which may not be easily forthcoming.

From this point of view, the attitude of the rural community towards community projects, the identification of its members with the objectives of the community projects movement, their awareness of their own role and their readiness to function in that role, are very important aspects that need careful study. For this reason, the study of peoples' attitudes is by far the most important of all the six or seven studies in this group.

In the study of Peoples' Attitudes an attempt has been made to assess generally the importance attached by villagers to various aspects of the community projects programmes, their readiness to utilise the new facilities and to accept the new practices, their attitude to the officials with whom they come in contact, their thinking about who should and who will take responsibility for continuing the many programmes and services initiated by the Community Projects, their reasons for accepting some and rejecting other facilities and programmes, and finally their aspirations and expectations for the future against the background of the developmental activity that has taken place in their community.

### **Distribution of Respondents by Age, Occupational Status and Education**

Altogether 573 respondents were interviewed for purposes of this study. 100 respondents each were selected from Assam, Bihar, Kerala and Madras. 123 respondents were selected from U.P. and 50 from Bombay. On an

average 50 respondents were selected from each Block. The study was conducted in two Blocks from each of the 6 States except Bombay where it was restricted only to one Block.

The occupational distribution of the 573 respondents was as follows:—

	per cent
Absentee landlords .. .. .	0·7
Owner Cultivators (Large) .. .. .	5·1
Owner Cultivators (Medium) .. .. .	33·7
Owner Cultivators (Small) .. .. .	28·4
Tenant cultivators .. .. .	8·9
Cultivator-cum-labourers .. .. .	4·4
Agricultural labourers .. .. .	5·9
Those in service .. .. .	2·8
Artisans .. .. .	3·7
Businessmen and shopkeepers .. .. .	3·3
Others .. .. .	3·1
<b>TOTAL</b> .. .. .	<b>100·0</b>

We notice from the above distribution that the bulk of the sample was made up by the medium and small owner cultivators. The next large groups were those of tenant cultivators, agricultural labourers and large owner cultivators in that order. The rest of the groups individually constituted less than 5% of the sample.

It is not known whether this sample corresponds to the occupational distribution in the general population of these 6 States. Since, however, there is no known bias, that has entered the selection of this sample, it is assured that it corresponds closely at least to the Block populations from which it is drawn.

Some variations in the occupational distribution from one State to another are striking and need to be noted. In U.P. our sample is made up of 60% medium sized owner cultivators. In Kerala this percentage drops to 7. Madras also has only 16% of medium sized owner cultivators. In both these States the difference is made up by relatively larger proportion of small owner cultivators and tenant cultivators. This difference in the relative proportion of owner cultivators (medium and small) and tenant cultivators from one State to another, may in some respects be crucial. It will be worth remembering the very high proportion of medium sized cultivators in the U.P. Blocks and the very small proportion of the same group in the sample from Kerala and Madras, while reading the rest of the report. It makes one wonder as to whether this difference does not partly account for the difference in the kind of performance in the Community Project Blocks from these States.

From the point of view of education, the distribution of the present sample does not seem to correspond with the situation in the country as a whole. Of the total sample of 573 respondents, 25% were educated beyond the primary stage. 34% were literate in the sense of being able to barely read and write, and 40% were illiterate. This shows that 59% of the sample for the present study was made up of persons who were at least literate. This is obviously a very high proportion even for the urban areas not to speak of our villages. Even the proportion of those who have gone beyond the primary school stage is much higher than can be considered normal for the country as a whole. One must assume that the sample is representative and unbiased. One must also assume that the collection of data is relatively free from error. If so, the high proportion of the educated and literate respondents may partly have to be attributed to the success of project activity and partly to the possible preponderance of the younger generation in our sample of respondents.

Immediately this high proportion of educated respondents has one significance for us. It means that the respondents in this study could be expected to be more aware and knowledgeable about things that are happening in the community. It could mean also that they would be more critical in their appraisal of events.

The Statewise variation in the percentages of the educated and literate may also be noted. Speaking only of those who have gone beyond the primary school stage, one finds that Assam has the highest percentage of such persons—40%. U.P. has the least 13%. The other States have all about 24—26% such persons in their samples. If one turns to those who are only literate, one finds Kerala has the highest percentage of such persons in its sample—60%. U.P. has 37% of them, Madras 32%, Assam 27%, Bihar and Bombay 20% each. Putting the two groups together one finds that the six States can be arranged in the following descending order of literate and educated individuals on the basis of our sample : Kerala, Assam, Madras, U.P., Bihar and Bombay.

Before turning to an examination of individual questions and the responses it may be useful to analyse also, the caste composition of the sample of respondents. The data collected show that 53% of the sample is made up of Caste Hindus, 29% of Backward Classes, 1.3% of Harijans, 4.9% of tribals, 6.1% of Muslims, 3.1% Christians and 3.1% others. The negligible proportion of Harijan respondents is explained by the fact that the Harijan population was sampled separately for the study of the Harijan community.

The variation in the caste and community compositions of the Blocks from different States shows that Madras has the highest percentage of Caste Hindus—83%, followed by Bihar 59%, Bombay 58%, Assam 48%,

Kerala 42% and U.P. 33%. The Backward Classes are 61% of the sample in U.P., 34% in Assam, 28% in Kerala, 15% in Madras, 13% in Bihar and nil in Bombay. The Kerala Blocks have the most cosmopolitan population made up of 42% Caste Hindus, 28% Backward Classes, 12% Muslims and 18% Christians.

It would be worth considering whether these varying characteristics of the samples from the different States have a bearing on the quality of achievements and the attitudes of the people in the respective Blocks.

### **Types of Benefits derived by the Respondents**

The respondents were asked a question about the benefits that they had personally derived from Community Project Programmes. They were free to mention more than one benefit. The benefits mentioned by the respondents without any suggestion were listed first; and then other benefits, that they mentioned after probing, were listed separately. The frequency with which various types of benefits have mentioned by the respondents may in a limited sense be said to reflect the order of importance given by the respondents to the various services offered by the project authorities. It has been noticed that the supply of better seeds, manures and the building of roads, occupy the pride of place having been mentioned by 31%, 29% and 20% of the respondents respectively. Cattle inoculation, improved methods of cultivation, pesticides, drinking water wells, vaccination, community centres, libraries, co-operatives and youth clubs follow in that particular order with a percentage varying from 15 to 3%.

From the data collected it has also been observed that the frequency distribution for all States together does not necessarily tally with the frequency distribution for individual States. The difference between the two sets of distribution is worth noting. If one takes the item of better seeds which was mentioned as a benefit derived by them by the highest number of respondents for all States taken together, one finds in Bihar, this item is mentioned by 54% of the respondents, in Madras and Kerala it is mentioned by 3% and 15% of the respondents for each of these States. It is worth noting, however, that even in those States, where supply of better seeds is mentioned by a small percentage of respondents the item of manure and fertiliser supply is still mentioned by a relatively large percentage of respondents. If, therefore, the two items of better seeds and manures are taken together, between them, they occupy the first place in the services mentioned by respondents for each of the States.

The variation in respect of the other items may also be noted. Pesticides are mentioned by 20% respondents in Assam and by only 5% in U.P. Improved implements are mentioned by 9% in U.P. and 1% in Kerala and by none at all in Madras and Bombay. Improved methods of cultivation are mentioned by 28% in Bihar, by 2% in Madras and by 1% in Kerala.



Cattle inoculation and vaccination is mentioned by 46% in U.P. and none at all in Madras and Bombay. Similarly drinking water wells are not mentioned by any one in Bombay and Kerala while they are mentioned by 27% of the respondents in Assam. Inoculation, youth clubs and co-operatives find no mention at all from any of the respondents in Bombay, Kerala and Madras. These differences should reflect the differing emphasis given to different items from one State to another. Some of the differences can be anticipated. Thus drinking water wells may not be necessary in Kerala and vaccination of cattle may not be a particularly new programme in Bombay. On the other hand not all the differences are occasional by the differences in the conditions. Thus, youth clubs and co-operatives are no less necessary in Bombay and Kerala than they are in Bihar.

Bombay has the highest number of items, which are not mentioned by any of the respondents. These items are: Improved implements, cattle inoculation, drinking water wells, vaccination, roads, community centres, youth clubs and co-operatives. Even those who mentioned manures, schools and libraries are less than 5% of the respondents for that State.

Among all the six States, Bombay thus stands out as having the largest percentage of respondents who mentioned only one or at the most 2 benefits. It is difficult to say as to whether the high level of development prior to the beginning of Community Projects, is partially responsible for this small number of people who mentioned any benefits from Community Projects. In the alternative, this small percentage would imply a smaller degree of effectiveness on the part of Project authorities or at any rate a lesser degree of appreciation on the part of villagers of all the benefits that the Community Projects have to offer to them.

Kerala and Madras follow next in items of the number items which are not mentioned at all by any of the respondents as also in the very small number of those who mentioned the other benefits. On the other hand, U.P. probably stands out by the relatively larger number who mentioned the various items of benefit. Assam and Bihar come between U.P. at one end and the above mentioned three States at the other.

#### **Distribution of Respondents by Occupational Groups and Types of Benefits obtained by them**

The services or benefits that people utilise depend largely upon their own needs. These needs in turn depend upon the status and occupation of the individual concerned. The distribution of respondents, therefore, in terms of their occupational groups and types of benefits that they have obtained would be useful in showing us the selective preference shown by different occupational groups for different types of facilities. It would also

help us in seeing whether one group rather than another tends to use the project facilities more consistently.

In nearly all the facilities that have anything to do with agriculture and animal husbandry one notices that there is a direct relationship between the size of landholding for a group and the proportion of respondents from that group that derive benefit from the particular facility. Thus we see that 66% of the large owner-cultivators, 46% of the medium owner-cultivators, and 22% of the small owner-cultivators derive benefit from the programme of improved seed supply. The same is found to be true about manures and fertilizers, improved methods of cultivation and pesticides. This implies that the better off group of farmers tends to be represented in higher proportion among the beneficiaries of agricultural facilities. In other words, the better off a cultivator is, the more likely is it that he will figure in the list of beneficiaries from project programmes.

It must be clearly understood that in the above paragraph we are speaking of the percentage of beneficiary from among the total number of respondents for a particular occupational group. We are not speaking of absolute numbers. Thus though the large owner-cultivators have the highest percentage of beneficiaries, they are not the largest single group of those who benefit. In terms of absolute numbers, there are only 19 large owner-cultivators who benefit from programme of improved seeds as compared with 87 medium cultivators.

In this connection there is another point that is strikingly noticeable. Among all the occupational categories based upon agriculture, the tenant cultivator figures the least in proportion to his size among the beneficiaries. This is particularly true with reference to supply of better seeds, manures, implements, improved methods of cultivation, cattle inoculation and vaccination. As a tenant-cultivator who has no land of his own he is probably reluctant to invest additionally on such facilities unless the land owner shares the cost with him. Actually he figures below every other group. Another reason for this situation may be that he has no land against which he can borrow credit either in cash or kind. The cultivator-labourer who may be smaller operator has got the advantage of his small piece of land. In all these items, the group of respondents who are cultivator-cum-labourers, figures better than the tenant cultivators.

Equally surprisingly, the group of persons who are employed in 'service' figure very prominently in the group of beneficiaries for the item of better seeds and manures. This may be due to the fact that though the primary occupation of this group is given as 'service', they are also probably land owners. Similarly, the artisan and businessman also figure more prominently than the tenant cultivator in the group of people who benefit by

supply of better seeds and manures. The same explanation may be tenable for these groups also.

If one turns from the use of agricultural services to the utilising of community centres, one notices a difference. The overall percentage of beneficiaries is considerably smaller. What is more the tenant cultivator who did very poorly in respect of benefiting by programmes of better seeds and manures, is found to be the largest single group of beneficiary. As against large, medium and small cultivators, who total only about 6 to 7% among the beneficiaries from Community centre, the tenant cultivators are found to be represented to an extent of 20%.

The same is true in respect of roads and communications. Here again the tenant cultivator is represented by 31% of his group whereas the owner cultivators are represented to the extent of about 20%.

#### **Respondent's Opinion about whether the Village as a whole benefited by C.P. Programmes**

Apart from whether the individual respondents had personally benefited by project programmes, it was considered important to find out whether they thought that the village as a whole had benefited by these programmes. The question was asked generally and not in respect of any individual programmes such as seeds, manures etc.

The data collected reveal that an overwhelming proportion of the respondents feel that the project programmes have been useful to their village as a whole. The average percentage of those who give this positive response is 88 for all Blocks together. The Statewise distribution, however, shows some differences. Whereas in U.P. every single respondent has this positive faith, in Bihar only 72% give this reply. Madras and Kerala also come very high in respect of proportion of respondents who feel that project programmes are useful to their villages as a whole—92% and 91% respectively.

The distribution of those who gave the positive response in terms of their respective occupational groups was also obtained. It was found that the cultivator-cum-labourer was probably the most sceptical of whether the villagers as a whole had benefited by project programmes. As compared with the overall averages of 88%, only 48% of cultivators-cum-labourers said that the project programmes benefited the village as a whole. This was also the group which had the largest proportion (24%) of those who definitely said that the project programmes did not benefit the village as a whole.

This seems somewhat surprising when one considers that the cultivator labourer is among the groups that has been represented well among the beneficiaries of project facilities. Equally surprising is the fact that the

tenant-cultivator who was considerably under-represented among the beneficiaries, replies as a group that the project programmes benefit the village as a whole. Respondents who are businessmen are the next largest group among those who feel that the projects have not benefited the village as a whole. The distribution for other occupational groups shows that at least 80-100% of them feel that the whole village has benefited.

One wonders whether the inverse relationship between the proportion of those who benefit themselves and the proportion who believe that the programmes benefit the village as a whole that one notices in respect of the tenant-cultivators and cultivator labourers is not related to their own expectations from the programmes rather than to the actual benefits that they derive. It could appear that the cultivator-labourer who seems to have more in common with the owner-cultivator than with the tenant-cultivator tends to compare himself with the former category and thus feels more dissatisfied. The tenant-cultivator who does not himself benefit from the project programmes even to the extent that the cultivator-labourer does, is probably less dissatisfied because as a group his expectations have not been aroused.

On the basis of the tables examined so far it shall be obvious that considering the village population as a whole the owner-cultivators, large, medium and small altogether represent the largest single group of beneficiaries of the facilities made available by community projects. The tenant-cultivator and the agricultural labour together with the other non-agricultural groups benefit relatively less by these facilities. The Blocks, therefore, from Madras and Kerala where the combined proportion of the tenant-cultivators and agricultural-labourers is as high as 22% and 36% of the sample, the general level of benefit derived would be low. At the same time these are the two States which have relatively higher proportion of literate and educated respondents whose awareness and expectations would be higher than their counterparts in other States. This situation cannot be conducive to a very high morale and confidence of these groups in project programmes.

Contrarily, U.P. has the smallest percentage of tenant-cultivators and agricultural labourers at least in the Blocks that were studied for purposes of this study. U.P. has also the highest percentage (60) of medium sized cultivators. This composition of the population seems particularly favourable for success of project programmes.

It would be important to see whether this trend is reflected in the rest of the portion of this study. In the study of peoples' participation a similar trend had been observed. And in the study of the Harijan population it was noted that Madras—one of the two States mentioned above—was very nearly always in the last two of six States in terms of proportion of respondents benefited. If this trend is common it should be reflected in the distribution of positive and negative attitudes towards the Community Project Movement in the respective States.

### Knowledge of Gram Sevaks

A good deal of the success of project programmes depends upon the Gram Sevak and the amount of effort that he can put into his work. Two questions were, therefore, asked of the respondents which gave some idea of the extent to which Gram Sevak was known and found useful by the respondents.

The first question related only to the knowledge of the respondents about who the Gram Sevak was. Statistics regarding distribution by occupational groups and by States of those who know their respective Gram Sevaks were collected. Taking all the States and occupational groups together one finds that the Gram Sevak is known to about 83% of the respondents. He is not known to about 15% and the rest have not replied the question. The fact that such a large percentage of people know the Gram Sevak in each village is very gratifying though one would have wished that all people know him. The variation in this percentage from State to State needs, however, to be noted. U.P. has the highest percentage (99%) of those who know him. Bombay on the other hand has the smallest percentage (58%) of those who know the Gram Sevak. The only other State which has a small percentage of Gram Sevak knowing respondents is Kerala. In that State 64% respondents know the Gram Sevak. In all the other States, the percentage is higher than 80%.

The variation by occupational groups in the percentage of those who know the Gram Sevak is also interesting. The two groups that have the smallest percentages of those knowing the Gram Sevak consist of the tenant-cultivator and agricultural labourer—76% and 44% respectively. In the category of agricultural labourers, the percentage of those who do not know the Gram Sevak is actually higher than those who know him.

The large owner-cultivator, the cultivator-*cum*-labourer and the medium sized cultivator groups know him best, the respective percentage being 100%, 93% and 90%.

The second question asked about the Gram Sevak was whether he had met the respondents at least once to discuss his problems with him. It is found that the Gram Sevaks have contacted at least 70% of the respondents in this study. This percentage varies from State to State. It is the highest in U.P., where 85% of the respondents have been contacted by the Gram Sevaks and the lowest from Madras where only 46% of the respondents have been so contacted. In Bombay, Kerala, Assam and Bihar, 62, 71, 72 and 76 per cent. of the respondents were contacted respectively.

When one looks at the occupational distribution of the respondents one notices that the cultivator-*cum*-labourer together with the owner-cultivator is in the group which has a more than 70% of those respondents contacted by Gram Sevak and tenant cultivator together with the artisan and

businessman having the smallest number of respondents contacted by the Gram Sevak. In the group of cultivator-cum-labourers 92% of the respondents have been personally contacted by the Gram Sevak. For the tenant cultivators this percentage drops to 49.

Here one notices a light reversal of the earlier trend whereby the larger cultivators benefited more by the project facilities. In this case, the cultivator labourer is the largest single benefitting group followed by the medium sized cultivator and small cultivator in that order.

It should, however, be noticed that as a rule, the Gram Sewak's contact seemed limited primarily to the agricultural groups in the rural community. His contacts with the artisan group is limited to 48% of the respondents. His contacts with business are naturally even less—42%.

### **Types of Help Obtained from Gram Sevak**

After questions of knowledge and contact, the respondents were requested to give the actual nature of assistance obtained by them from the Gram Sevak. The types of assistance obtained by them were grouped into 2 major categories—one in the nature of help in obtaining supplies of particular commodities and the other in the nature of help in obtaining guidance and information. Altogether, 54.4% of the respondents said that they had obtained one type of assistance or another from the Gram Sevak. Of the respondents the percentage of respondents who had obtained help was the highest for U.P. and the lowest for Madras (78% and 23% respectively). In Kerala and Bombay as in Madras, less than 50% respondents had obtained assistance from the Gram Sevak—39% and 44% respectively.

Among the types of assistance, the highest percentage of respondents (63%) had received assistance consisting of instructions in better methods of cultivation. 58% had obtained fertilizers through the Gram Sevaks. 56% had obtained seeds, 56% had received information about loans, 44% had obtained the service of a veterinarian, 32% had obtained pesticides, 6% had obtained improved poultry and fingerlings and 2% had received other services.

In U.P. nearly all the types of services except the procuring of pesticides and improved poultry were mentioned by as many as 60 to 70%; in Bombay, again, though the percentage of those who have obtained the benefits is relatively low, the number of benefits obtained by each of this group of beneficiaries is fairly high. Out of the 22 respondents who have obtained help from the Gram Sewak, more than 80% have derived at least 4 types of assistance each from the Gram Sevak. This means that in this particular Block in Bombay the benefits and services given by the Gram Sewak are given in a large measure to a smaller number of the people as compared with the other States.

### **Adoption of Improved Facilities**

It has been noted that the largest single group of those who had obtained the services of the Gram Sevak mentioned his advice in better methods of cultivation as the benefit received by them. The proportion of respondents who have actually adopted in practice particular improved methods of cultivation would, therefore, be an index of the extent to which the Gram Sevak has been effective. The data collected in this connection relate to the total number of respondents for whom the particular method (the Japanese method of paddy cultivation) could be considered to be applicable. This latter number is probably larger than the number of respondents who were personally advised by the Gram Sevak in particular.

It is noticed that there were altogether 280 respondents for whom the Japanese method of paddy cultivation could be considered applicable. Of this number, 24% of the respondents say that they have adopted the method whereas 73% say that they have not. 3% of the respondents gave no reply. The respondents who said that they had not adopted the method were asked reasons as to why they had failed to do so. 21% of them said that the method was uneconomic, 12% said that they did not have the necessary facilities for the use of this method, 10% were not interested and 9% stated that the method was not suitable.

Looking at the Statewise distribution, one finds that the Japanese method of paddy cultivation had been accepted by the highest proportion of the respondents (49%) in Bihar and by the smallest percentage in Kerala (6%). One cannot consider the data on acceptance of the Japanese method as necessarily an indication of the failure of the programme. It certainly means that there is still much ground to be covered before the results can be considered satisfactory.

A similar question was asked about the adoption of line sowing as a method of cultivation. Here we find that 56% of the relevant respondents had adopted the method. The highest level of acceptance was in U.P. where 70% of the relevant respondents had accepted the method.

Analysis of cultivator respondents who have benefited by one or more of the agricultural programmes sponsored by the project reveals that the programmes of supply of improved seeds and of fertilizers are the most commonly used of the facilities provided by the project authorities and that supply of improved implements is among the least utilised facilities.

The cultivator respondents who did not benefit by any of the facilities were asked the reasons for their not utilising the benefits. The answers to this question have been classified separately for each type of agricultural benefit.

### **Better Seeds**

The total number of cultivator respondents who had not obtained better seeds in this category was 186. Of this number, 57% said that they did not need these benefits. 16% said that there had been difficulties in obtaining it. 6% could not afford it and the rest gave various other reasons.

### **Manures**

The total number of cultivator respondents who did not benefit by the supply of manure was 199. 41% of them said that they do not need this particular benefit. 21% mentioned difficulties in obtaining the benefit. 21% said that they could not afford the cost involved in it. 17% gave other reasons.

### **Pesticides**

Here again, the largest number, viz., 63% said that they did not need the use of pesticides. 22% said that they experienced difficulties.

Very nearly the same pattern of responses is met with in regard to other agricultural benefits. One thus notices that the majority of those who did not use the benefits say that they do not need them. Whether this absence of need indicates that there are independent sources from which they obtain these benefits or whether it indicates lack of conviction on the part of the respondents about the utility of the particular benefits is not clear. If the latter interpretation is correct then it means that the Gram Sewak has much more work to do in educating the cultivator in the usefulness of the services and benefits that the project has to offer.

It may also be noted that consistently about 16 to 20 per cent of the non-benefiting respondents mentioned their having experienced difficulties in obtaining the services. The nature of difficulties in obtaining the services, had not been specified. But this is an area where the project authorities need to take further enquiries. For this is a group of potential users who know the value of the service offered and are willing to use it if they can obtain it. Here again, the percentage of respondents who say that they did not use a particular facility because of the difficulty in obtaining it is consistently higher in Madras than in other States.

### **Use of Credit Facilities**

Another facility made directly and indirectly available through project authorities is that of loans and credit to villages for certain approved purposes. Altogether 19% of the respondents benefited by these facilities.



The distribution of these beneficiaries by occupational groups is summarised in the following table for all States together:—

<i>Occupational category</i>	<i>Percentage of respondents benefiting in each category</i>
Absentee landlords .. ..	Nil
Large Cultivators .. ..	28
Medium Cultivators .. ..	27
Small Cultivators .. ..	17
Tenant Cultivators .. ..	10
Cultivator-cum-Labourers .. ..	36
Agricultural labourers .. ..	Nil
Those in Service .. ..	6
Artisans .. ..	5
Businessmen .. ..	16
Average total percentage ..	19

One notices again the fact that large and medium sized cultivator and the cultivator-cum-labourer are the groups that benefit the most from this facility. The small cultivator, the tenant cultivator and the agricultural labourer are among those who derived a relatively less benefit from this facility.

In a way this situation is inevitable since loans are always given against security and it is only the more substantial landed gentry that can furnish satisfactory securities against the credit advanced to them. If this facility has to be more generally made available some other basis for advancing credit will have to be used. It may be worth considering the proposal made by some agencies for advancing what is termed "Supervised Credit" to individuals who are trustworthy though not necessarily credit-worthy in the conventional sense of the term.

It has been noticed that Bihar has the highest percentage of beneficiaries (41%) followed by Assam (26%) and U.P. (25%). Madras, Kerala and Bombay have all less than 10% beneficiaries, 7% in Madras, 3% in Kerala and 2% in Bombay.

#### **Difficulties Experienced in Obtaining Facilities**

After question relating to individual facilities, the respondents were asked a general question about whether they experienced any special difficulties in obtaining the facilities made available through the projects. In

contrast to the average of about 20% respondents who mentioned having experienced difficulties with regard to individual facilities, it was found that the proportion of respondents who said that they experienced difficulties in the context of all the facilities was found to be only 10%. This drop in the percentage of those who experienced difficulties is made up by a substantial increase in those who did not reply to the question. In the net result therefore, the proportion of those who definitely say that they did not experience any difficulties is found to be only 54%. Even this percentage could be termed satisfactory in the sense that it constitutes a majority of respondents.

In state averages, Bihar has the highest proportion of respondents (16%) who mention difficulties. Bombay has no respondent mentioning any difficulty. The percentage for Kerala, Assam and U.P. are 12%, 8% and 8% respectively.

When asked specifically about the types of difficulties experienced, the 10% respondents who mentioned difficulties seemed to emphasise most, the shortage of supplies and the lack of funds with them with which to make use of the facilities. It will be seen later that the general shortage of supplies is a point that is emphasised by a larger percentage of respondents in another context.

### **Respondents View of Effect of Facilities on Crop Yield**

After ascertaining the number of respondents who benefited from various facilities as also the types of benefits utilised by them, it will now be important to know the proportion of respondents who feel that the net effect of all these facilities has been to increase their crop yield per acre. This question was relevant only in the case of the cultivator groups and the percentages are given only in respect of these respondents. It was found that 42.5% of the cultivator respondents were of the opinion that they were getting better yields as a result of the many facilities, made available through the projects. This percentage of respondents who were of the opinion that their crop yields have increased as a result of project facilities varies considerably from State to State.

In U.P. 65% of the respondents have this positive opinion of project facilities. Assam has only 11% who hold this view. The percentage in Madras and Kerala are also low, 16 and 17% respectively. Bombay and Bihar have 48 and 44% respondents who have found project facilities beneficial in increasing their crop yields.

The above percentages are very significant. On the one hand, they may be interpreted as reflecting the real difference in the impact that project facilities have made in different parts of the country. On the other hand, the figures could also be interpreted as reflecting a differential faith in the beneficial efforts of project facilities which may or may not necessarily be related to actual facts. The answers given by the respondents were clarified by actual measures of yield. This should have reduced the subjective element

on the part of the respondents. Yet even assuming that there has been a general increase in the crop yield, not all the respondents would be willing to ascribe it to project facilities. Thus the varying percentage have under the circumstances to be interpreted as indicating the importance attached by cultivators to project facilities in respect of their crop yield. The answers received in response to other questions also corroborate the differential meaning and importance attached by people to the project facilities, and may be, to the project movement as a whole. U.P. has been consistently at the top in terms of people's appreciation of, participation in and utilisation of project facilities. It also appears that Kerala and Madras are very nearly at the bottom in these respects. Assam and Bihar have usually appeared in between, though in this particular case, Assam appears at the bottom with only 11% of the people who say that project facilities have added to the crop yields.

### Differential Increase in Yield by Occupational Categories

The distribution of those who say that their crop yields have increased by their occupational categories is also consistent with our earlier observations on this point. The following summary table makes the situation obvious

<i>Occupational Category</i>	<i>Percentage of respondents in the category who say that their crop yields have increased</i>
Large owner Cultivators .. .. .	72
Medium Cultivators .. .. .	55
Small owner Cultivators .. .. .	31
Tenant Cultivators .. .. .	20
Cultivator-labourers .. .. .	26

It may thus be seen that the larger the average holding for a particular group, the larger is the proportion of persons who report an increased yield. This is consistent with the earlier observation that the larger owner cultivators tend proportionately to be better represented among the beneficiaries of project facilities.

### Extent of Increase by Type of Crop

An attempt was made to compute the percentage increase in yield per acre per type of major crop based upon the answers given by the respondents. This average increase has been calculated only in the case of those who have reported an increase in yield and not on the basis of the total number of cultivator respondents. In the case of paddy, the average increase in yield per acre is of the order of 31%. In the case of wheat it is of the order of 59%. In the case of sugercane it is 41%.

### Reasons for Non-Use of Facilities by More Villagers

The extent and type of facility used by the respondents is already known from the above data. It may now be useful to turn and see the respondents view about why more villagers did not utilise the benefit offered by the project authorities. Only 221 out of the 573 respondents answered this question. The various reasons given for non-use of facilities by more villagers were collected against each type of facility. What is presented here is, however, only the percentage distribution by types of reasons for non-use.

<i>Reasons</i>	<i>Percentage of respondents giving a particular reason out of the total number of respondents who replied to the question</i>
1. "Facilities not adequate" .. .. .	45
2. "Facilities not of good quality" .. .. .	31
3. "People cannot afford" .. .. .	17
4. "Inability to give security" .. .. .	3
5. "No knowledge" .. .. .	24

(Note : Respondents were free to give more than one reason).

In the above table, the inadequacy of the facilities in terms of quality figures prominently as a reason for non-use of the facility, by a larger section of the community. The second most important reason is the attributed lack of quality in the material supplied.

The first of this was anticipated in view of the reply given to an earlier question where respondents often said that they had difficulty in obtaining supplies of specific items. In this context of inadequacy of supplies, the fact that the larger landholders tend proportionally to benefit more by the facilities made available should cause concern to all those who are interested in getting the community project movement more and more accepted by the people at large.

The second reason may be founded more on prejudice or lack of knowledge. Villagers who fall in this category together with those who do not utilize facilities for lack of knowledge should be the special target of the Gram Sewak and of the social education movement.

### Knowledge and Membership of Co-operatives

The organization of co-operatives has an important place in Community Centre programmes since it is through this machinery that the problems of supply, marketing and credit are sought to be solved. From this point of view, the percentage of respondents who are members of co-operative societies becomes a relative item of study.

Before proceeding to the analysis of membership, it may be worthwhile to see what proportion of the respondents have even accurate knowledge about the existence or otherwise of co-operative societies in their villages. Every respondent was asked whether there was a co-operative society in his village. Independent information was available about the existence or otherwise of such societies in the particular villages from which the sample of respondents was drawn. All the respondents answered the question. It was found that 22% of the respondents were ignorant and gave incorrect replies about whether or not a co-operative society existed in their respective villages. The highest percentage of those who gave incorrect replies came from Bombay and the smallest percentage came from Madras.

Respondents were then asked about whether they were members of co-operative societies. 28% of them were members. 49% of them were members of credit societies, 41% of multi-purpose societies, 2% of weaving and producers co-operatives and 18% of other societies. The very small percentage of members in producers' co-operatives shows that the co-operative movement does not probably have much to offer to the artisan class in the villages.

Member respondents were then asked to mention the important benefits that they received as a result of their membership of co-operative societies. 68% of them mentioned the availability of credit facilities as the most important benefit. 17% mentioned the availability of supplies of manures and fertilizers. 9% mentioned the supply of better seeds, 4% mentioned other benefits. Here again, the great emphasis on credit facilities as the focus of the co-operative movement becomes apparent. It may also be noted here that while in U.P. and Bihar respondents mentioned other benefits besides credit facilities, those from Assam, Bombay, Kerala and Madras did not mention any.

The question regarding type of benefit was followed by the question of the extent to which their particular needs were met by the co-operative societies. The answers show that in the case of those who seek credit, 68% of their requirements are met through the co-operative agency. For those who seek the supply of manures and seeds, the proportion of need met is even higher. In the case of manure, 90% of the need of the members is met through the co-operative societies. In the case of better seeds, the proportion is 85%. It is good to know that those who are members of co-operative societies are able to meet nearly all their requirements through their societies.

The non-members were also asked why they did not become members of co-operative societies, the answers given by them were not very informative. 28% of them said that there was no need for them to be members of co-operative societies. 10% were not aware of the existence of

co-operative societies in their own area. 5% thought that they were not eligible to be members.

In our study of the Harijan population also, we saw nearly the same reasons being mentioned for non-membership. The percentage of membership of co-operative societies in the case of Harijans was also found to be the same as in the case of the rest of the population.

### **Health Services**

Towards the end of the interview the respondents were asked a number of short questions two of which related to the health programme in the community projects. One question was about utilisation of the services of a trained Dai wherever she was provided. The other question sought to find out the proportion of respondents who had their newly-born children vaccinated.

In response to the first question 188 respondents reported the existence of a trained Dai in their village. Of these respondents, 62% were found to use her services. Of the 38% who did not use her services a majority said that they were not aware of her availability. A smaller percentage said that they could not afford her services.

Taking into consideration, the relative newness of the services given by the trained Dai and also the general ignorance of our rural population, it is satisfying to find that 62% of the respondents who report the existence of a Dai in their village used her services. Also if a majority of those who have not used her services have done so because of their ignorance, it may not be too difficult to persuade them to utilise this new service. Here one may also bear in mind the possibility of a certain measure of self-selection among those who know about the existence of a Dai just as it is possible to conclude that those who know of the availability use the services of a Dai, it is possible to agree conversely that it is only those who are interested in obtaining her services that care to find out about her availability or otherwise. In the latter event the job of the health worker is more difficult. The reason for non-use may not be lack of knowledge. That reason may lie in the unwillingness to use due to other factors of belief, caste, etc.

The statewide distribution of respondents who use the services of the Dai shows that Madras and U.P. top the list with 78% of those who used this service, in Bombay the service of Dai does not seem to have been provided in the particular Block where the study was conducted.

On the question of vaccination, it was found that 56% of those respondents who had new born babies in their families had got them vaccinated. This percentage is very low for a service which has been available for the past many years—especially when vaccination is expected to be compulsorily done for all children in the villages.

The statewide distribution of respondents who have their newly born children vaccinated also shows that U.P., Madras and Bombay are at the top with about 75% of the respondents accepting vaccination for their children. Bihar has the smallest number of respondents who have their children vaccinated.

### **Grants for House Construction**

This is a relatively minor programme among the many others offered by community projects. The total number of beneficiaries is also very small hardly 15%. Among those who did not benefit by this facility, 47% say that they do not need it, 29% have no knowledge of it and 8% say that they cannot benefit by it because they cannot offer security against loans.

### **Maintenance of Programmes and Works**

As said in the earlier section, the aim of the community projects movement is to intensify developmental effort in selected village communities for a specified period of time with a view to enabling the communities to take over the initiative from the Governmental agency and to proceed to utilize normal Governmental facilities to the maximum possible extent. From this point of view, it is not enough for us to know whether or not people are appreciative of the facilities and programmes offered by the developmental agencies and the Government during intensive stage of development. It is at least as important for us to know whether people are ready and willing to take over the responsibility for maintenance of the facilities temporarily organised through a Governmental Agency. An effort to ascertain the thinking of the respondents on this point was made through asking who would continue the various programmes of distribution and maintain the constructional projects completed in the village after the developmental agency had withdrawn. Earlier in the study of Peoples' Participation, the same question had been asked. In that study, the opinions of respondents were given in respect of each type of constructional project. Here the question was asked in a relatively general way. 54% of the respondents said that the responsibility for this work would be taken over by the village panchayats. 22% thought that Government would continue its responsibility for them. 20% thought that the responsibility would be taken by the co-operative societies, 24% mentioned other institutions. It is encouraging to see that an overwhelming majority of the respondents look upon the panchayat and other people's institutions as the agency which will be responsible for the continuance of the various services. The panchayat figures prominently as the agency which would take the primary responsibility for this work. For this reason, it is important to see what the villagers' view is about the functions that the panchayat should perform.

Before doing that, however, it is worthwhile to note that though the panchayat is mentioned by the largest single group of respondents, the frequency with which it is mentioned by respondents from different States

varies. It is mentioned most frequently by respondents from U.P. and Bombay followed by Bihar and Madras. It is mentioned least frequently in Assam and Kerala.

In Assam 74% of the respondents mentioned co-operative societies as the channel through which the various project facilities would be continued. In Kerala 37% of the respondents stated that the Government agency would continue the facilities as against 27% who mentioned panchayats.

### **Functions of the Panchayat**

The respondents view of the functions to be performed by the panchayats is very instructive. 59% of those who answer the question mentioned developmental work as one of its functions. 36% mentioned its judiciary functions. Only 8% mentioned its responsibility for law and order. The percentage of those who attributed developmental functions to the panchayat was the highest in Bombay (100%) followed by Madras (84%) Kerala (64%), U.P. (59%), Assam (32%) and Bihar (17%). From the point of view of the objectives of the community project movement this view of the panchayats is most helpful. If the panchayats come to be seen more as civic agencies having responsibility for developmental work rather than as mere courts of justice, the future of community development will to that extent be more secure.

### **Role played by Panchayats in Promoting Project Work**

In view of the general faith in the agency of the panchayat to take responsibility for the continuance of project programmes, it is important to note the role that the panchayat has played in the eyes of the respondents in promoting such programmes. If this corresponds to the role that the panchayats had actually played, the situation is not as satisfactory as we would wish to believe in the context of the data presented in the previous paragraph. One wishes that many more respondents had reported active participation on the part of the panchayats in the promotion of developmental programmes. This would have equipped them suitably to take over the responsibilities for the various services after the Governmental agencies had completed their phase of intensive operation.

The percentage of respondents reporting participations on the part of panchayats was the highest in U.P. (75%) and the lowest in Kerala (15%). In Bihar, Bombay and Madras, it was 31%, 22% and 18% respectively.

Of those who mentioned the panchayats as having actively participated in the developmental programmes, 47% said that they had helped actively in mobilizing public participation. 41% said that the panchayats had given supervisory help. 19% reported their help in the collecting of cash contributions. 15% mentioned other modes of assistance given by the panchayats.



### **Type of Criticism Offered by Respondents**

One of the last two questions asked the respondents whether they had any criticism to offer on the manner in which community projects function. Disappointingly enough hardly 11% of the respondents offered any criticism or suggestions. Of those who made any comments, 45% complained of the delays that are involved in making the various facilities available to those who need them. 16% wanted more loans made available on easy terms. 6% suggested that there should be more consultation of people. 6% complained of the attitude of the project authorities.

### **Attitude to the Future**

The last question asked the respondents to say generally whether they thought their children were likely to have a better future than their own generation had. 60% of the respondents were found to be hopeful. 13% were pessimistic or sceptic and 28% were undecided.

The statewide variation in the percentage of those who are hopeful again reflects the usual pattern. U.P. has the highest percentage of those who expect a better future (83%). Assam, Bihar and Bombay come next with 62%, 56% and 54% respectively. Kerala and Madras have the smallest percentages of hopeful respondents—49 and 43% respectively. Kerala also happens to be the State in which the highest percentage of respondents are pessimistic or sceptic about the future. 37% of the respondents in Kerala do not expect the future for their children to be any better.

Taken together for all States, the attitude of the respondents to the future, may be described as generally sober and hopeful rather than exultant or pessimistic. This hopefully reflects the temper of the country as a whole.

#### IV. NOTE ON THE DEVELOPMENT OF ORGANIC MANURES

Among the many reasons for the low average level of agricultural production in India one of the most important is the wide spread deficiency of soil nitrogen under tropical conditions and no effort for improving production will succeed if it ignores this fundamental fact. Even at the present level of production, the major crops in India remove over 3.77 million tons of nitrogen from the soil while the actual quantity available for application to crops by way of cattle manure, composts, green manure, oilcakes and inorganic fertilisers is less than a million ton and the balance is made good by crop residues and natural recuperative processes that take place in the soil and outside.

2. An obvious course to adopt for improving crop yield is therefore to step up the level of application of nitrogen in a manner which can be extended to all cultivated areas : but there are many practical difficulties in the way. All over India, the common source of nitrogen for the fields is the farm yard manure which is limited in supply, as a good portion of cattle dung is burnt for want of cheaper fuel. The total production of urban composts in 1955-56 was 1.79 million tons sufficient for manuring about three lakhs of acres and this output cannot be increased to any large extent. Most agricultural crops in India yield food or fibre for men and fodder for animals; therefore there is very little of agricultural wastes which can be composted to supply nitrogen to the soil and in order to augment the supplies of rural compost we will have to produce from the same piece of land the extra plant materials required for composting without in any way affecting normal cropping practices on that land. The use of nitrogenous fertilisers and green manure can be extended to all irrigated areas and areas of assured or well-distributed rainfall of 30 in. and above. Five million tons of ammonium sulphate may be ultimately used in these areas, but the quantity at present available is about 8 lakhs of tons requiring an annual outlay of over 30 crores. Oilcakes are concentrated source of organic nitrogen but these again are limited in supply and far too expensive for manuring cereal crops.

3. It will be seen that of all the sources of nitrogen, green manure and rural composts have distinct possibilities of wider application within the resources available provided the obstacles that have so far stood in the way of such development are removed and a simple method devised to enable the average cultivator to take to these at very little extra cost.

4. The cropped extent of about 330 million acres in India at present consists of unirrigated area of 270 million acres and irrigated area of 60 million acres. A major part of the cultivated area is situated in areas of sufficient annual rainfall of 30 in. and above while the rest is partly

in problem areas of less than 20 in. rainfall and partly in areas of average rainfall between 20 in. and 30 in. The areas of below 30 in. are mainly in the Punjab, Rajasthan and the Deccan plateau.

5. In unirrigated tracts where rainfall is less than 30 in., soil moisture is just as important in crop production as manure and therefore the use of inorganic fertilisers or green manures which require adequate supply of moisture for their beneficial effect is not generally advisable under these conditions. Any green manure or organic material used as manures for crops in these zones should therefore be fully decomposed before application to unirrigated fields.

6. In unirrigated areas where the annual rainfall is below 20 in., even the use of composted organic manure has not been found to be helpful as soil moisture is generally at a critically low level. The main solution to the problem of low production in areas of less than 20 in. rainfall therefore lies in a combined use of irrigation and manure and when irrigation is not available occasional use of organic manure like farmyard manure or composts is all that is necessary to maintain the level of productivity.

7. Where the annual rainfall is over 30 in. and well-distributed use of fertilisers and green manure can be safely recommended. The work done by research workers in Agriculture in different parts of India has uniformly established the need to use chemical fertilisers like ammonium sulphate or green manure or both for adding to soil nitrogen and thereby improve yields of cereal crops. For instance, in the Cuttack Rice Research Institute it was found that at a dose of 20 lbs of nitrogen per acre, green manuring of paddy gave a higher response than ammonium sulphate, the response for a lb. of nitrogen being 11.06 lbs. of paddy for ammonium sulphate and 25.9 lbs. for green manure. A combination of ammonium sulphate and green manure was found to be superior to ammonium sulphate alone though it was not superior to green manuring on the same nitrogen basis. The work done in the Indian Agricultural Research Institute, New Delhi, has established that nitrogen is the dominant requirement for wheat and this can be supplied as farm yard manure—green manure or artificials.

8. In spite of the findings of research workers all over India about the part played by green manuring in improving crop production, the practice of green manuring has not made much headway except in some of the southern States. The chief reason for this slow progress is the non-availability of seeds in the quantities required. The severe summer and winter conditions in northern India stand in the way of production of green manure seeds. It is only during the kharif season that the seeds can be produced but the raising of a green manure crop on a field scale for producing seeds during the kharif season cannot compensate the cultivator for loss of other crops which he could have grown. In a few places sannhemp is raised as a fibre crop or as a mixed crop and this indirectly provides some seeds : dhaincha

is raised for seed production in some places subject to inundation during the khariff season. On the other hand, in the Southern States where the summer temperature does not reach the high level of the North and the winter is mild, wild indigo (*Tephrosia purpuria*), Pilli pesara (*Phaseolus Trilobus*) and dhaincha (*Sesbania aculeata*) are raised during summer as green manure crop after the harvest of paddy and these produce seeds; but even here seed production is uncertain as occasional heavy rains in the summer interfere with the setting of seeds.

9. If the green manure plants can be grown on the same land along with the crops during the normal cultivation season from June to December without affecting the cultivation of the usual crops, then it would be possible to produce very large quantities of seeds and cover all suitable area with different types of green manure. This problem has been solved in Madras by growing a line of green manure crop on the bunds or along the margins of fields during the normal cultivation season from June or July. Experience of this method in growing *sesbania speciosa* and dhaincha has shown that such border planting in any field helps to produce more than the requirements of green manure seeds for that field without in any way affecting the main crop adversely.

10. In order to popularise green manuring the old notion that 20,000 to 30,000 lbs. of green manure should be applied as manure should be completely dispelled. The optimum dose for a paddy crop varies from 2,000 to 8,000 lbs. and this can be produced by using a part of the seeds raised in the preceding season on the margins of the field. With an anna worth of seeds of dhaincha or *sesbania speciosa* dibbled on the bunds of an acre field along with the kharif crop, it is possible to produce anything from 60 to 160 lbs. of seeds before December. In places where paddy is transplanted, seedling of dhaincha or *sesbania speciosa* may be raised at the same time as paddy and transplanted in the field itself along the margins of the bunds after the transplantation of paddy. Sannhemp does not thrive well in irrigated fields during the kharif season, but it can be raised on high level lands and bunds of irrigated fields where rainfall is not heavy. In areas where rainfed crops like jowar or the kharif pulses are raised sannhemp may be sown as a mixed crop for seed production. The seeds of sannhemp, dhaincha or *sesbania speciosa* will be ready for picking by December and 20 to 30 lbs. of seeds of dhaincha or *sesbania speciosa* or 40 to 60 lbs. of sannhemp may be sown from April to June with the summer showers or available irrigation for production of green manure for a kharif crop of transplanted paddy.

11. Where paddy is sown broadcast, experience in Cuttack has shown that 15 lbs. of dhaincha per acre may be sown broadcast along with paddy and after about a month when the paddy crop is thinned by ploughing, the dhaincha plants may be pulled out and trampled into the field to serve as green manure and this alone has helped to increase the yield of paddy by 12%.

12. In the case of wheat a green manure crop of sannhemp dhaincha or *sesbania speciosa* can be grown without difficulty when no kharif crop is grown on the same field. The green manure crop thus raised is ploughed into the field by the middle of August. A short duration kharif pulse like Mung (green gram) Urd (black gram) Kulthi (Horse gram) or guara (cluster beans) may also be raised and ploughed in time if the field is kept fallow in the rainy season. Cultivators in many parts of India may have adequate stock of seeds of these and as such the problem of seed supply will not be acute.

13. In irrigated areas where a cereal like maize is raised before the rabi crop, a green manure crop like the kharif pulses, dhaincha, *sesbania speciosa* or guara may be grown along with it in alternate lines between the kharif crop so that it can be incorporated into the soil immediately after harvest of the kharif cereal. The practice of raising Hubam Clover along with wheat, evolved at the I.A.R.I. Delhi will provide not only cattle feed in summer but also green manure for the maize crop.

14. In unirrigated lands in zones of 20 in. to 30 in. rainfall and in zones of over 30 in. where the rains generally fail at critical stages in the growth of the main crop, a systematic attempt has to be made to grow perennial shrubs to produce green leaves on the borders of the fields for compositing in the field itself, the choice of such shrubs being determined by adaptability to varying conditions, high drought resistance, absence of adverse root effect on the adjoining crop and ability to stand frequent looping. *Ipomea carnea* and *Sesbania aegyptiaca* are found to thrive very well under rainfed conditions in all parts of India. The leaves of *Ipomea carnea* are not generally eaten by goats or cattle and the plant thrives in water-logged areas as well as under conditions of extreme drought. *Indigofera teysmanii*, *Tephrosia candida* and *Crotalaria anagyroides* grow well in areas of heavy rainfall. *Glyricidia* and *Indigofera teysmanii* have been found to be suitable for rainfall areas in all parts of Madras below 4,000 ft.

15. In the Agricultural Research Station, Koilpatti, with shallow black soil in a tract of 25 to 30 inches of rain in a year which falls in less than three months, *Glyricidia* and *Ipomea carnea* were planted along the borders of big blocks of fields in 100 acres. The extra annual compost production from loppings of *Ipomea carnea* and *Glyricidia* was 346 tons in the third year or 3½ tons per acre of cultivated area, a production of manure which is normally sufficient for dry crops. This border planting costs very little and it may be mentioned that in Koilpatti nearly 10 miles of hedge of *Ipomea carnea* was planted in the course of one year with the nucleus materials obtained from a head-load of cuttings.

16. Every effort should therefore be made to develop such quick growing perennial plants on the borders of fields with the definite object of making each field produce within two to three years its annual requirements of

organic wastes sufficient for producing the necessary composted manure. A compost pit of 8 ft. X 6 ft. X 3 ft. in each acre field is sufficient to provide the manure required for that field and it is most important to have these pits dug in the fields so that the loppings are converted into manure on the spot.

17. Experience in Madras has shown that such border planting even in rainfed areas has no significant adverse effect on the adjacent crops and as such it is possible to convert the borders of every field in the country into a factory for producing the requirements of manure for that field without in any way affecting the normal cropping on the field. This method of developing organic manures therefore opens out a practical approach to the problem of nitrogen deficiency of Indian soils which will at once increase the output and reduce the cost of production of foodgrains.

18. The measures to be adopted by the cultivator are simple and inexpensive and in order to emphasise these every Government Agricultural farm should set the example and produce its entire needs of organic manure by way of composts from plants grown on the farm or of green manure raised from seeds produced on the farm. Some of the Government farms at present make up their deficiency of organic manure by purchasing from outside sources farm yard manure, composts or press mud and even green manure seeds and this has a damaging effect on propaganda done by the State Departments of Agriculture for development of local manurial resources. Naturally, no cultivator will take the departmental advice seriously in this respect, if the State farms do not practice what he himself is expected to do. It should therefore be made obligatory on the part of all Government farms to produce within two to three years their full requirements of green manure seeds and organic manure. As far as possible the use of oil cakes in Government farms should be curtailed and restricted to experiments dealing with the use of cakes as a source of nitrogen. It may be mentioned that as a result of systematic steps taken from 1951—54 all the Government agricultural Research, experimental and demonstration farms in the Madras State are now in a position to produce from within their boundary their full requirements of organic manure for irrigated and unirrigated fields without in any way affecting the normal cultivation of other crops.

19. While self sufficiency in organic manures should be insisted upon in every Government farm, it is not necessary to wait until this is done to create among cultivators an atmosphere favourable for large scale adoption of green manuring or production of rural composts. The necessary enthusiasm has to be created by systematic publicity and propaganda in every village and in every place where villagers congregate in large numbers like fairs, festivals etc. The village level worker can play a useful and leading part in this. He has to organize the publicity meetings, approach

individual cultivators and supply them with small packets of seeds with which they can develop their future requirements of seeds and manure. In this work he will have to enlist the full cooperation of the village panchayat, the village cooperative organisations, school teachers, village officials and leading villagers. Every person who has any local influence should be urged to distribute the packets and see that perennial shrubs are raised and green manure plants grown on the margins of fields for seed production. A definite programme for producing the manure required for all the fields in the village in two years should be drawn up by the village panchayat. A list of green manure plants suitable for the different types of fields in the village should be prepared by the Agricultural Department and the requirements of seeds and cuttings should be estimated and timely steps taken to ensure that the nucleus of seeds and cuttings for producing these are in the 'Cultivators' hands at the commencement of the kharif season. A live interest should be created in all cultivators to grow the perennial shrubs, together the green manure seeds, to utilise a part for raising green manure seeds and the rest for producing green manure in the next season and for distribution to others.



## V. NOTE ON THE SPREAD OF IMPROVED SEEDS

1. In scientific agriculture the real criterion of a high level of cultivation is the extent of manuring, for manure more than any other factor, dominates the field of crop production. There is a popular notion that the use of improved seeds will by itself increase production; but this is not correct. Actually improved varieties with a higher uptake of nutrients may after some time depress the level of production unless the field is adequately manured. But with an assured supply of manures by exploitation of local resources the use of improved strains of seeds and plants will play an increasingly great part in the development of agricultural production in India.

2. A few decades ago plant breeding was only an art, but with the rapid progress of cytogenetics there has been considerable advancement in plant breeding as a science. The present day plant breeder confidently knows how to evolve new types with desirable economic qualities, genetic potentialities of high yield and capacity to overcome adverse environmental conditions like drought, salinity, defective drainage. He can build up disease resistance in the crop and adjust the duration of a crop to varying conditions of soil and climate. With the advance of scientific techniques, research workers in many parts of India have evolved many improved strains of crops and plants to suit local conditions and many more new varieties are being evolved: but the extension of the improved varieties to the cultivators' lands has lagged behind and in many States the use of improved types except in the case of cotton and sugarcane has not spread to more than 10 to 20% of the area for which such strains have been evolved.

3. In any scheme for spread of improved seeds, proper storage of the seeds is very important. The seeds have to be periodically dried to keep up viability and at the same time care has to be taken to prevent admixture with off types. Every time the seeds are dried there is a risk of loss through dryage, pilferage, depredation by birds and squirrels. Most of the seed stores lack facilities for drying and therefore the seeds deteriorate rapidly in condition. In order to overcome some of these difficulties it is necessary to reduce the quantity of seeds distributed and decentralize the storage and distribution of seeds as far as possible so that the cultivator obtains his needs from local production and looks after the seeds which he will use during the next season.

4. In the past many extension workers have contented themselves by supplying improved seeds only to select leading cultivators and further fresh supplies have been made mostly to the same people. No doubt there has been some natural spread from these to others but such a method



of restricted distribution will not take us very far. An earnest endeavour should therefore be made to adopt a workable plan in which the cultivators will play a leading role in saturating every field with the improved types.

5. Each village has to be taken as a unit in itself and a programme should be drawn with the help of the village panchayat and leading cultivators to cover every holding with the available improved varieties. Particulars of the types suitable for different crops, under different soils and climatic conditions are available with the Agricultural Departments. The Extension Officers and the Gram Sewaks should obtain them and get themselves fully acquainted with the morphological characters of the improved seeds and plants so that there will be no mistake about identity. The Gram Sewaks should prepare a complete list of the improved strains suitable for each of his village, the areas to which these can be spread and the quantities of seeds and plant materials required for this purpose. The nucleus stock of seeds and plants should be obtained from the Government farms and the aim of the Gram Sewak should be to produce under careful supervision and distribute every year a quantity of seeds which when developed in one cropping season will by the time of harvest produce the seeds required for the entire cultivated area under that particular crop in the village.

6. Thus, if in a village one thousand acres of irrigated paddy are cultivated, the seed requirement for paddy for the village may be about 40,000 lbs. Assuming that the Gram Sewak starts with only 40 lbs. of nucleus seeds sufficient for an acre, at the end of the first season it is not difficult to develop the seeds to 2,000 lbs. and out of this 1,000 lbs. are distributed for further development in the village itself. There will then be a production of 50,000 lbs. of seeds *i.e.* more than the requirements of the entire village at the end of the second year. The skill of a Gram Sewak will lie in planning ahead, entrusting the work of development to responsible ryots selected by the other ryots and arranging with these seed farm growers to fix posters on the land to indicate the types raised, to have the crop inspected from the time of flowering to remove the off-types, to get the fields harvested separately and to have the improved seeds exchanged immediately after harvest for the grains raised by the other cultivators. A scheme of this type was successfully carried out even in one season itself in Tanjore District in 1954 to cover two lakhs of acres of paddy in the Kumbakonam and Mayuram Sub-Divisions and in the enthusiasm then created, the exchange of seeds was done on an equal basis.

7. By producing the improved seeds in every village the cultivators who have not hitherto used such seeds will be in a position to appreciate the superiority of these seeds under local conditions. By limiting the seed supply to the quantity that would produce the requirements of the village at the time of the harvest, the agricultural department is able to pay greater

attention to the purity of the nucleus seeds supplied. Large scale procurement and transport of seeds are avoided and the cultivator depends on local ryots for timely seed supply. By getting physical possession of the seeds even at the time of the harvest, the cultivator is in a position to store and look after the seeds carefully. The village seed farms therefore help to foster self help and extend the spread of improved seeds cheaply and quickly to all cultivated areas in all villages.

8. The success of the scheme will depend on distribution of the seeds to cultivators selected as far as possible by the villagers themselves. The villagers should stipulate that the seed farm growers exchange the improved seeds soon after harvest with the grains raised by the others, the rate of exchange being decided among themselves. Village public opinion is the sanction behind the day to day working of the scheme and generally this is a very potent factor in rural life. Provided the nucleus material is available and arrangements are made in time with the cooperation of the cultivators there will be no insuperable difficulty in the rapid spread of the improved seeds over every holding in every village.



## VI. WORK STUDY OF A FEW TYPICAL BLOCKS

A typical Gram Sewak has been allotted more than sixty jobs which are distributed among different subjects as shown in Statement I.

2. Agriculture occupies the major item, followed by office and miscellaneous work, construction works and other developmental subjects.

3. The jurisdiction of Gram Sewak varies considerably in each charge. It was not possible to ascertain clearly the principles normally followed in fixing the charges of Gram Sewak. This question is relevant as an analysis of the diaries shows that Gram Sewaks have to travel, on field duty, anything between 1,500—4,000 miles in year, the mode being the distance of 2,500—3,000 miles.

4. A Gram Sewak spends about 25—40 per cent of his time at block headquarters and at his headquarters and the rest of the time in the field. This varies considerably among different types of blocks. The average time spent in the field in the hill blocks in the South was found to be as high as 80 per cent; in one of the blocks in Delhi State nearest to the metropolitan town, it varied from 44—57 per cent; in the Punjab blocks, it ranged from 52 per cent to 84 per cent, the general average being 70 per cent but in the charge next to the block headquarters, it was as low as 52 per cent, the average in the U.P. and the other States was round about 60 per cent.

5. Assuming that 140—150 days are spent out, the daily average of distance travelled would be 16—20 miles. The bicycle was found to be the most common conveyance except in the hills. The Gram Sewak has however to use multifarious types of conveyance available in his environment. The figures given above exclude the distance he has to travel on foot inside a village in pursuance of his duties. There was a general consensus of opinion that sometimes these peregrinations left the Gram Sewaks exhausted for work at the tail end of their journeys. It is difficult to comment on this as limits of human endeavour differ with individual constitutions and inclinations. It is, however, a matter requiring some investigation in connection with the evolution of basic principles for fixing the limits of jurisdictions of the Gram Sewak. Adjudged from the following angles, the attempt to discover a common basis, in existing arrangements in different States, was given up as it was felt that a more thorough investigation was necessary:—

- (i) Area.
- (ii) Density of population served.
- (iii) Intensity of work.
- (iv) Distances involved.
- (v) Types of communications available.

6. The number of jobs continued to be, by and large, the same notwithstanding the different phases through which a block passed. The activities in different phases varied with the amounts provided in the schematic budget. It was noticed that there was a considerable concentration of effort on construction work during the intensive (CD) phase and a large part of the Gram Sewaks' time was devoted to assistance in the measurement of work, preparation of bills, certification of completion of work and even in the payment of bills. In effect, he performed, during this phase, the duties of a works mistry, part overseer and a sub-divisional clerk, for a very substantial part of his time. The mode was about 20 per cent while the range was from 15—35 per cent of the total time available to him. The assumption of such duties, at a critical time in the developmental phase, requires serious consideration; it was freely admitted, by those consulted, that it meant a considerable amount of distraction from the main purpose of the phase of intensive development. A more rational arrangement is required for the distribution of such work-load; the best course would be to absolve the Gram Sewak completely from this job and to provide for some Block level arrangement instead.

7. The jobs of the Gram Sewak were reclassified in terms of the objectives of the Community programme as given out from time to time namely of inculcating education, information and self-help among the rural population and to forge instruments of enduring work for development in the fabric of the village life itself. The results were as shown in Statement II. Broadly speaking the picture emerges as follows:—

(i) Educative and informative	..	..	22
(ii) Ameliorative (for meeting specific problems)	..	..	6
(iii) Supplies or services	..	..	9
(iv) Construction works	..	..	6
(v) Organisational (organising villagers for self-help and development)	..	..	5
(vi) Collection of Statistics and reporting	..	..	7
(vii) Administrative (meetings, office work, etc.)	..	..	9
			<hr/> 64 <hr/>

8. The star role of the Gram Sewak is therefore educative and informative. Even in other roles, this aspect predominates. A series of jobs is meant to educate and inform through organisation of campaigns, demonstration of techniques and dissemination of literature prepared and supplied from outside the block jurisdiction. A thick core of his work consists of arranging supplies to the villagers of articles which are considered useful for development of various types particularly for agricultural production. The ameliorative jobs namely those intended to meet specific requirements of the rural areas are small in number and are of such diverse types as entail knowledge of hygiene, preventive medicine, plant protection, animal husbandry, etc.

Indeed his activities are dispersed over the whole gamut of human endeavour involved in the development of villages. It was, therefore, a little surprising that none of the Gram Sevaks consulted nor his diaries contained any indication of expenditure of time for acquiring additional knowledge either for self-development or for enabling him to tackle some of the special problems of the people he served. His role as a student was typically absent from the evidence available in the blocks examined. This was rather a depressing experience as it led to two significant consequences. In the first place, there was a tendency to stay put on the knowledge acquired in the course of training which is somewhat of a static phenomenon in a dynamic programme. The only evidence towards a continuing effort at deepening and broadening the capacity of the Gram Sewak was the work of the Planning and Research Institute at Lucknow.

The other consequence is that the ability of the Gram Sewak to relate fundamental facts of village life to scientific development is inhibited by lack of adequate knowledge.

One cannot build on a short experience of a few Gram Sevaks but it is evident that they possess very elementary knowledge of a large number of subjects with which they have to deal and they lack the opportunity to acquire specialised knowledge of any subject due to dispersal of time more particularly when disproportionate time is spent during the intensive phase on construction work. It is a point requiring serious consideration whether, by equipment and opportunity, the Gram Sewak is really fitted for self-development of a significant character for the success of the programme.

9. Another static factor in the programme is the continuing similarity of the jobs in three phases of the block, namely NES, CD and Post-Intensive. The intensity of effect on various classes of jobs differs but their character remains the same throughout. It was felt that a sense of monotony was creeping into the psychology of the Gram Sewak in the Post-Intensive phase and the fervour noticeable in the NES & CD phase was beginning to decline.

10. There is also practically a uniformity in the types and number of jobs performed by Gram Sevaks in the various blocks in different states; the variations are of such an insignificant type that they can be safely ignored.

11. An examination of the jobs pattern of the Gram Sewak, in the blocks in which the study was made, gave the impression that the Community Programme was of a *built-in* character, the limits of the programme being fixed by the schematic budget. An enquiry from the villagers showed that they attached greater preference to certain structural problems of the village than to the items of the programme which formed a part of the set pattern notwithstanding the fact that they were accepted as of considerable importance for their well-being. Statement III contains details of the preference of the villagers in this matter. More use will be made of this fact in the portion of the note dealing with agricultural production. It nevertheless

shows that the views of the villagers regarding development do not find a place in the programmes of the villages visited for this work-study. The *built-in* character of the programme can, in course of time, be a source of *ennui* and static habits of thought; this tendency is likely to be accentuated by lack of opportunities of self-development to the Gram Sewak and by absence of the wishes of the villagers themselves regarding the *milieu* of the programme.

12. It will be interesting in this connection to analyse at least a few jobs of the Gram Sewak as regards their efficacy from the point of view of the objectives of the programme.

*Compost Pits*—This is a very vital item of the programme as also for the economy of the country. A physical observation in each village in the Post-Intensive phase showed that the condition of pits was not satisfactory. This was reinforced by the fact that the Gram Sewaks spent a considerable portion of their time, even in the Post-Intensive phase, on this work. An item of a programme, which has not become self-propelling in the course of five years of propaganda in spite of its admitted utility, must have some basic and inherent difficulties in the way of its fruition. Ordinarily compost making should be a part of the fabric of the village life. On examination, the following reasons were given for the present state of affairs regarding this programme:—

- (a) Land has not been earmarked, despite repeated requests, by the revenue staff for compost pits.
- (b) Certain basic problems pertaining to agriculture in the village were not solved.
- (c) Comparatively longer distance of the compost pit from the area where compost material was gathered.
- (d) Lack of firewood necessitated the use of cowdung as fuel.
- (e) Lethargy.

It is obvious that the programme has now hit a blind alley. Unless its mechanics is thought out afresh, it is not likely to progress. For example two suggestions were enthusiastically received during discussion with the villagers. They appreciated the possibility of the village panchayats running a wheelbarrow service for the carriage of refuse on a nominal payment; they also liked the idea of ringing the fields, especially in close proximity to such organic matter as leaves and dried grass, with trenches in which the cowdung available on the fields and organic matter could be mixed and buried. If the difficulties of the villagers are catalogued by each Gram Sewak, there is a possibility of the programme getting a fresh lease of enthusiasm but to that extent its *built-in* character will require departure. Each BDO and Gram Sewak should be held responsible for a certain optimum success for each village in the utilisation of local manurial resources after a careful survey of all factors. In other words, the programme should be estimated

in real terms and progressed accordingly rather than that Gram Sewaks should be asked to show continuing progress in terms of the number of pits dug, as the latter may fall short of the optimum number. It is also necessary that an authority, independent of the Development Department, should report upon the achievement of targets in selected villages both in terms of quality and quantity.

*Distribution of good quality seeds and fertilizers.*—These two jobs involve the Gram Sewak in contacting villagers for collection of indents and cash, accompanying them for verification and collection of sawai share of seed recovery of seed in terms of cash in case of defaulters, effecting actual distribution of seed of new varieties of crops when introduced as an experiment, collection of encashed permits from the cooperative depots, etc. These details in the performance of the jobs were perhaps necessary in the beginning when the villagers were to be habituated to certain new ideas and practices. The continuance of performance of such services shows that the villagers are not yet ready to assume responsibility for this work either individually or collectively through their own institutions. The supply part of the work has to be looked into by the Gram Sewak under the directions of the block level staff, but the servicing part of it should be capable of being transferred to a durable type of arrangement which should be organised by the villagers for the villagers. The habit of dependence of the villager for mechanical processes of distribution of such supplies is not in consonance with the objectives of the movement. One of the difficulties in institutionalising this work may be attributed to the lack of capacity on the part of the existing institutions to undertake this work. The village panchayats, which owe their existence to legal statutes enacted 5—10 years back, were conceived at a time when developmental needs had not been fully explored and comprehended. Motivation of these institutions towards the solution of some of the developmental needs would require considerable reorientation of their structure if self-help and institutional durability are the objectives of the programme. A factor that was repeatedly impressed during the course of the study was that the membership of the Panchayat and its Chairmanship was a wholetime job if it was to be used for organising such activities. It was not possible for anyone to undertake this work without detriment to his means of livelihood. Cooperative effort also required wholetime employment of a few persons in the village unless both the types of institutions were to be run by small functionaries such as secretaries and accountants. These are large problems of policy and detail which go to the root of democratisation of administration but without their proper solution, the main objective of the Community programme, namely of creating a durable base for self-development through which ideas, credit and supplies could be channelled, will not be able to achieve real success.

*Organisations of various competitions and campaigns.*—The object of these campaigns is to propagate ideas, demonstrate utilitarian schemes or practices and to inculcate the habit of self-help, such as shramdan, on works

of utility to the immediate environment of the villagers. The Gram Sewak is the motive force in these campaigns; the main burden of the responsibility of these campaigns should have been progressively transferred to some durable village institution but this has not been achieved so far.

13. The above case studies establish that the community movement has, by and large, *built-in* character; it started, as is natural in the circumstances of the country, as an officially inspired and motivated programme with the object of transferring responsibility for certain items to the people on a durable basis; it continues still to be motivated by Government in all spheres of activity; the signs, of making arrangements for institutionalising the programme so that it becomes a part of the fabric of the village life, are not apparent in the blocks studied. It is possible that the time for which the movement has run is short for such results to be achieved but preparations towards that objective could be manifestly made in this period. The job pattern of the Gram Sewaks is somewhat rigid; the continuous performance of the same jobs over a long period of time is likely to create monotonous feelings leading to shrinkage of the original enthusiasm in course of time. The elements are thus present, which could fossilise the programme, and make it static in concept and action. Innovation and a sense of adventure are inherent to rapid growth while uniformity and repetition make for stability leading to inactivity and stagnation. It has to be ensured that there is a judicious balance of both stability and innovation. The survey of the blocks studied gave the feeling that the latter is the exception while the former is the rule.

14. Although it is possible to prescribe that a Gram Sewak should perform a certain number of jobs, their relative importance, in terms of active work, depends upon the circumstances of each Gram Sewak. This is clearly demonstrated by Statement IV. In spite of some assumptions in analysing the diaries of the Gram Sewak, the results arrived at were tested on the persons concerned and we have the assurance that they represent accurate enough state of affairs.

15. Agriculture, construction work, meetings at block and district headquarters claim nearly 75 per cent of the time in Post-Intensive block in the Delhi Territory; the time devoted to industries, cooperation, social health, social education and animal husbandry is of a token nature. The position in the Punjab and the U.P. blocks is somewhat similar. Animal husbandry, health and sanitation and social education have claimed about 25 per cent of the time in Madras and Bombay blocks but that has largely been done at the expense of agriculture. In effect, this is proof of the fact that, whatever the number of jobs allotted to the Gram Sewak, he can concentrate only on a few in a year. As far as could be ascertained, this was not in pursuance of a pre-determined programme.

16. One of the surprises of the study was the comparatively negligible time devoted to the cooperation work and industries except to the former in the Punjab block and to the latter in the Madras hill blocks.



17. The time spent on office and miscellaneous work is large except in U.P. A considerable amount of work has been done in U.P. to simplify forms, accounts and statistics. That is probably the reason that the Gram Sewak has to spend comparatively small amount of time on the routine of his job. There is a considerable room yet for further simplification in U.P. and much more in other places. The aim should be to free the Gram Sewak entirely from the work of maintaining record and of preparing statements. If he spends at least  $\frac{1}{4}$ th of his time on routine and another tenth on meeting etc., he has hardly 60 per cent left for the village work into which he has to fit 60 and odd jobs of a major character so far as development work and movement are concerned.

18. The ideal of recording should be that the Gram Sewak should *not* keep anything else than a field diary which should be diversified to include his targets on fixed work and his ideas and observations on what he has seen and he thinks require thought and attention. It should be kept in two parts; one each for six alternate months; one book should be left at block headquarters for inspection by the BDO and for preparation of statements by clerical staff; copies of which should be supplied to the Gram Sewak concerned. This will save the Gram Sewak's time for more developmental work. On the other hand, the model instructions prepared by the Programme Evaluation Organisation make for more complicated procedure and set of records than obtaining in many blocks at present. A rough calculation shows that it will take the Gram Sewak 94 days to comply with them. The assessment of any instructions, in terms of Gram Sewak work-load, should precede their issue.

19. An attempt was made to simplify work and standardise methods of work relating to basic developmental tasks especially in agricultural procedures but it was given up as organisational patterns and institutional arrangements differed widely. This will be apparent from the procedure regarding distribution of seeds in different places drawn up in juxtaposition in Statement V. This work can only be done separately for each state for which there was no time but it will be evident from the procedure referred to that there is considerable room for improvement as nearly the 23 steps taken for its completion could be brought down to more manageable proportions.

20. The work of the Extension Officer (Agriculture) was studied from amongst other officials of the same type at the block headquarters. The Statement (VI) shows the proportion of time spent by this official at headquarters and in the field. It is clear that he is ordinarily spending disproportionately large time at headquarters. He is a field officer primarily and his place is in the villages and with the cultivators. A further examination revealed that he was allotted a considerable amount of minor administrative duties such as account of seeds, cash, fertilizers, implements and maintenance of relevant records, compilation and submission of progress reports, routine correspondence etc. The duties of selection of fields for demonstration, contacts with cultivators, further visits to check upon results fall

more on the Gram Sewak than the Extension Officer. The result is that the agricultural graduates are being utilised for routine office work while a person with hardly any scientific education of agriculture (Gram Sewak) is doing the real work of extension. It is probably because of this that in the villages visited, the basic problems of the cultivators have not been high-lighted. It is difficult to expect that a person with hardly a year's basic agricultural training should possess the necessary equipment to sense the fine points of practical agriculture; even a graduate will be a misfit in many cases. The villagers, who have far more experience of this work, have to be brought in contact with scientific education in agriculture and not with just any person with the minimum basic knowledge; one year is too short a period to understand the fundamentals of the subject let alone to acquire knowledge of the practical work. It should not be difficult to relieve the E.O. (Agriculture) of this routine work so that he could devote his entire time to practical work in the field. In particular, it is suggested that he should maintain a field book of bad farmers and ideas in which he should note the type of advice given, the results achieved, the cooperation received, the difficulties encountered and the ideas gained. It is easy to spend a lot of funds to get additional crops but, as will be discussed later, a certain improvement is possible by improvisations which do not cost anything but which yield substantial results. An E.O. (Agriculture), who hits upon ideas of this nature, does real service to the movement and it is submitted that he cannot do so unless he is relieved of non-technical routine and spends his time burrowing day in and day out, in technical problems.

### **Special Problems of Bombay State**

21. The number of jobs performed by a Gram Sewak in the Bombay State, in which the duties of revenue and development combined, is 114 against 64. An analysis of the two village level workers' diaries in Haveli Block, District Poona, has revealed that the revenue jobs involving administrative and routine work end to take preference over the extension ones. Revenue work alone claimed 33 to 47 per cent. of the Gram Sewaks' time in a year, 20 to 30 per cent was spent on miscellaneous work including meetings at Block Headquarters and office work, 5 to 9 per cent on Agricultural activities; 12 to 17 per cent on construction work, thus leaving only a negligible part of his time available for other developmental activities.

The Mamlatdar, who is concurrently a BDO, spends nearly 30 per cent of his time on revenue work, 28 per cent on purely official work, 26 per cent on miscellaneous duties, such as attending different meetings, conduct visits, and election work, while nearly 16 per cent of his time is utilised on development work. This reinforces the argument that if concentration on agriculture is one of the important functions of the development work, the combination of that duty with other duties would leave very little time with the Gram Sewak for agriculture whatever his jurisdiction. It is difficult to comment, on the basis of the study of one block only, whether combination of revenue work with that of developmental work is detrimental to the

latter or not. This depends on the concentration of effort required in a given jurisdiction and it was not possible to assess the comparable results in a short time at our disposal. It is however manifest that a person who is to undertake a hundred and odd jobs in his duties would have to devise a system of priorities in his own way depending upon the pressure that is brought to bear on him from time to time. As most of his work consists of what may be called legal compulsion it is evident that the revenue work will take a considerable amount of his time.

22. The assessment of the work of Gram Sewaks and E.O. (Agr.) led on to an examination of arrangements made for the challenging task of increasing agricultural production by 40 per cent assumed by the Community movement. As the successful implementation of the Plan is dependent by and large, upon the target for increase in agriculture and as the community projects are to become universal by the end of the plan, the importance of this work cannot be gainsaid. Accordingly, an inquiry was made with the following objectives in view :—

- (i) The targets fixed for increased food production in the Blocks and the mechanics of doing so.
- (ii) The administrative and organisational steps taken to implement the targets fixed.
- (iii) Consequently, examination of arrangements for supervision and guidance of backward and/or negligent farmers.
- (iv) Eliciting of the views of the cultivators on the possibility of increase and their requirements, if any, for this purpose.

23. None of the Blocks studied had yet fixed any targets for agricultural production. The villagers were also ignorant of the fact that an effort, more than usual, was required of them for agricultural production. Nor had they been motivated to this purpose by the block authorities. Indeed all the signs of getting peak performance from them were conspicuous by their absence. No administrative steps had been taken to implement this target other than the usual type of interest that the Block authorities took in processing the various items of *built-in* programme bearing on agricultural production. In view of the amount of time that the Gram Sewak has been devoting to this work or is, due to his other preoccupations, in a position to do so, and the orientation that is given to the functions of the E.O. (Agr.) as described earlier, the impression, could not be avoided, that unless there was a radical rethinking of the entire policy and mechanics of agricultural programme of the Community movement, it could hardly make more impression than at present on the problem of effecting increased agricultural production.

24. In view of the absence of manifest signs of securing almost an agricultural revolution that could result in 40 per cent increase the survey was directed to finding out the views of the cultivators on the subject and the part that the Community movement could play in it.

25. The interview was conducted by a graduate in Agriculture who was himself a former B.D.O., and the guide questionnaire was drawn up in consultation with a former Director of Agriculture.

26. Each unit of cultivation, *i.e.*, family was interviewed in 5 villages. Altogether the number of families interviewed was 150. Both before the village was taken up and afterwards, there was a general discussion on the issues involved in which the B.D.Os. staff and members of the Village Advisory Councils participated. Members of the Panchayat also joined in almost always. Before the results of the individual interviews are displayed and commented upon, it will be interesting to refer to some of the general issues raised by the villagers themselves.

27. *Targets*—Almost everywhere an enquiry was made whether the increase was desired in food-stuffs or cash crops. If the former, the cultivators left no doubt about their view that they would not be a party to the diversion of area under cash crops for food-stuffs as that would seriously affect their economy in an atmosphere of rising prices. The increase in production could thus only be secured by increasing yields from existing area under food production. The villagers expressed willingness to try any scheme, subject to the above stipulation, which would raise agricultural production generally as it helped the country and also individual cultivation units.

The problem, they argued, was of using to an optimum extent the existing resources with the provision of such additional resources as may be conveniently forthcoming from the Government. The targets must therefore be realistically fixed for *each* unit of cultivation and not on an *a priori* basis for the village as a whole. Optimum agricultural production, given fixed resources, was the outcome of balancing eight—ten important factors such as good seed, compost, fertilizers, irrigation facilities, plant protection, etc., and even if *one* vital factor was unavailable or failed, it tended to render infructuous the entire investment in agriculture. Hence the importance of fixing realistic targets on family basis and the supervision and guidance of vulnerable farmers whether they were wilfully so or from ignorance. A fact that was continually emphasised was that it were good farm practices and personal supervision that were more than half of agriculture. A number of examples were cited where money had provided tubewells but lack of attention had nullified its effect.

28. The suggestion most commonly acceptable for the machinery of fixing targets was that:—

- (i) A village committee for increasing production should be constituted as a sub-committee of the Advisory Committee or the Panchayat.
- (ii) It should consist of 10—15 persons. Its tasks should be to prepare, with the help of the Gram Sewak and the EA(A), a

target for each family well in advance of the harvest. For this purpose, it should associate each family turn by turn with its discussions.

(iii) This plan should be in three parts:—

- (a) Targets having regard to the maximum use of existing resources of the cultivation unit with such improvements in techniques and practices as can be secured without additional expenditure of resources.
- (b) Targets if available resources could be augmented from other sources either by way of grants and/or loans to the extent ordinarily expected indicating the sources.
- (c) Targets if more resources than at (b) could be made available.

(iv) This Committee should be affiliated to a District (any other convenient unit) level *expert* committee which should get the plans to the extent it can in the time available.

29. *Implementation of targets.*—The cultivators thought that administrative arrangements needed considerable changes. There was duplication of work in one Block, shown separately in Statement VII and thus a considerable lack of co-ordination. In fact in some cases, it was pointed out, there was positive non-cooperation among Block and non-Block authorities concerned with agricultural subjects such as Irrigation. It was sardonically pointed out in a few cases that it was now an axiom that where Block administration is installed, assistance from other Government agencies automatically is curtailed/withdrawn. In fact all applications to that Department were routed through the hierarchy of the Block to the authority which was previously directly responsive to it. Some instances, besides the list mentioned already, that came to notice were interesting in revealing the state of affairs prevailing. An examination of the procedure at present and previously in force regarding grant of taccavi showed that while previously only six steps were needed, it now required nine steps by introducing verification by Block authorities also.

30. The suggestions that emerged from discussion were that the following arrangements should be made for this purpose:—

- (i) All authorities dealing with agricultural production should be placed under an Additional Development Commissioner (Food) who should *apex* the District Production Committees of experts presided over by the senior most district official from among those working under the Additional Development Commissioners.

- (ii) Separate Gram Sewaks should be appointed for assisting in the preparation of village plans. He should maintain a special survey book for this purpose. It has to be determined whether this will lead to any additional cost after the resources of the Block and non-Block staff have been pooled.
- (iii) The E.O. (Agr.) should work more in the field than at Block headquarters.
- (iv) He should maintain a field book, as suggested earlier, of backward and inefficient farmers in which he should show the types of improvements suggested and the extent to which they were secured.
- (v) *There should be a state level evaluation agency that should conduct test inspections to see that the work of V.L.W., E.O. (Agr.) and District Councils has been satisfactory. This should function under the Chief Secretary and thus he should not ipso facto be a Development Commissioner.*

31. It was, however, repeatedly emphasised that it will take a lot of propaganda and persuasion to interest cultivators in planning their targets and implementation steps to secure them. Mutual jealousies may also hinder the flow of true information but if democratisation of administration is the aim, a beginning has to be made sometime.

32. *Certain limitations*—(i) They argued that no improvement of a real character could take place unless structural problems of agriculture were vigorously and simultaneously tackled. Among such problems were:—

- (a) those mentioned in Statement III prominent among which are minor irrigation, water conservation in barani areas, protection from inundation during rains, etc.
- (b) Consolidation of holdings. On the latter, the Punjab cultivators proudly pointed out that consolidation has by itself led to about 75—100 per cent increase in the yield of certain crops\*. In some villages, the people were prepared for diversion of block funds for the solution of structural problems; they were prepared for repayment of the sum on a reasonable basis for use later on purposes which get postponed thereby.

(ii) The impression gathered was that there was scepticism about the programme regarding compost making. It was pointed out in one or two places that the scope for this was limited and not unlimited as is commonly thought. Assuming that ten-twelve cattle are available for 25 acres of land and each cattle excretes 25—30 lbs. a day, the total cowdung available will be 50 tons a year. Two thirds or more is used in firewood which cannot be

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\*This is supported by Dr. M.S. Randhawa, I.C.S., formerly Development Commissioner, Punjab in "Towards a Planned Countryside—The income is increased on compact holdings by at least 25 per cent without any change in the techniques of cultivations."

avoided as there is no alternative source for it, the cowdung available for compost is 16-17 tons a year. If straw and other refuse is added, it may double up. Thirty two tons of compost will hardly be sufficient for 4 acres out of 25 acres. The cultivator has thus to make a choice for using it between cash crops and the food-stuffs and he invariably exercises it in favour of the former.

Similarly it was stated that it was a popular misconception that green manuring did not cost much. The loss of the value of fodder should be added to the price of the seed for calculating its cost which, on present prices, will be more than that of artificial fertilisers†. This deters cultivators from ploughing it in which is accentuated by the water rate that has to be paid for the cultivation of this crop in some States. Again it was argued that green manuring in barani (rainfed) areas which predominate in certain regions in the country, was not of much use due to lack of water for converting it to humus.

(iii) There was a demand for more demonstration farms—one for each group of villages at least for each block which should work on a realistic basis keeping accounts for each type of demonstration that should be open to inspection and challenge by cultivators.

33. The interviews with the cultivators revealed that there was a lack of vital resources with some of them for increasing production. The extent of such resources is indicated in Statement No. VIII. The amount of additional resources necessary, from the point of view of cultivators, to achieve the target of 40 per cent increase worked out to Rs. 1,30,179 for 1,687 acres, i.e., Rs. 77 per acre, out of this Rs. 1,02,050 is for irrigation alone. It ranges from a minimum of Rs. 30 to a maximum of Rs. 5,000 for a family.

34. The consensus of opinion was that subsidies and grants should be given on the basis of the needs of each family, otherwise there was the possibility of certain elements getting away with it because of certain advantages including that of adventure and awareness, that they enjoy. *The objective is not only to encourage the good farmers but also to raise the general level of average farmers. If realistic plans are prepared familywise, this motivation to grants etc., will be automatic.*

35. The impression gathered was that more rigorous work is required, in a scientific manner, on the agriculture side by the Block authorities. The problems referred to have been mentioned more to indicate the issues involved than to suggest firm solutions; but it is obvious that they are difficult and well-nigh intractable in many cases. They also require a high degree of specialised concentration of effort from persons adequately trained in practical agriculture.

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†This was the view of the villagers who, it is evident, have not been given the necessary Scientific explanation of the utility and function of the green manures.

36. It is our regret that the time available was short and the work study could not embrace other spheres of activity though full charting of the jobs and their ramifications have been done. Some of the tentative conclusions are indicated in Statement No. IX but more evidence requires to be gathered before a definite view could be given along with supporting facts.

37. The impression that was prominently left was that the work of the movement was now entering an adult stage; its problems were, therefore, no longer confined to the infantile stage; it was growing and bursting at the seams; its transition to a universal pattern of administration would still further introduce complexities in its working. There was no doubt that in certain spheres such as works and agriculture, it will need staff in the field that could exclusively devote attention to them and which should be steeped in this work by constant, continued and proficient endeavour. The latter requires four important pre-requisites:—

- (a) the problems requiring solution in agriculture should be listed as the Gram Sewaks and E.O. (Agr.) go about. They should be shifted and referred to appropriate agencies for solution. This will be the list of extendable items from within;
- (b) the solution should be demonstrated under actual conditions;
- (c) continuous effort should be made at guiding the backward farmers and the results evaluated;
- (d) a list of extendable items, not involving significant additional expenditure of resources, should be supplied to the Block authorities every quarter with instructions for the manner of introduction.

38. Even at the risk of repetition, it may be again emphasised that the Gram Sewak and the E.O. (Agr.) as at present situated are not in a position to undertake this work, as thoroughly as the needs of the present situation require. It is also doubtful if a Gram Sewak with reduced jurisdiction but also loaded with items of work other than agriculture, will not be distracted from this work when pressures relating to non-agricultural work become more pronounced and cannot always be anticipated such as an epidemic etc.

39. The character of the Block is bound, under pressure of increasing emphasis on developmental aspects, to assume, sooner or later, the shape of a minor self-contained administrative unit. Its area of operation and concentration of staff will depend upon the speed with which the responsibility for various types of community work is transferred to institutions run by the community itself, otherwise there can hardly be a limit to the increase of bureaucracy and field staff as the problems are so stupendous, so varied and so multifarious.



## STATEMENT NO. I

### LIST OF JOBS ALLOTTED TO THE GRAM SEWAK

#### I. *Agriculture*

1. Distribution of improved seeds.
2. Distribution of Agricultural implements.
- \*3. Distribution of Manure.
- \*4. Distribution of Fertilizers.
5. Demonstration of the use of improved seed.
6. Demonstration of the use of Agricultural implements.
7. Demonstration of the use of manure (including the method of green manure).
8. Demonstration of the use of fertilizers.
9. Reclamation of agricultural waste land.
10. Advice, demonstration, etc., on digging of compost-pits.
11. Popularizing/demonstration of methods of plant-protection.
12. Organising soil and water sample tests.
13. Organising crop competitions.
14. Organising crop sample survey.
15. Organising campaign for cash crops like sugarcane, vegetables etc.
16. Propagation of improved techniques of farming e.g., rotation of crops, farm-management, system and methods of farming etc.
17. Organising campaigns for popularisation of fertilizers, green manure, Vana Mahotsava.
- \*¶18. Organising campaigns for community Orchards.
- \*19. Receipt and recommendations of applications for Takkavi Loans.

#### II. *Animal Husbandry*

- \*1. Arranging supply of good breed bulls etc.
- ‡\*¶2. Castration of scrub bulls.
- \*¶3. Supply of medicines—first aid treatment of cases for minor ailments only—for others cases referred to veterinary assistant surgeon.
4. Organising campaign against contagious diseases.
- †||\*¶5. Organising campaigns for Artificial Insemination.
- †||\*¶6. Provision of footbath for animals.

#### III. *Dairy-Farming*

1. Advice on balanced diet for cows/buffaloes to increase milk yield.

#### IV. *Poultry*

1. Popularising Poultry Farming amongst progressive Breeders and tendering advice.
- ‡2. Supply of pedigree birds and eggs.

### V. Fisheries

- \*¶1. Mobilise opinion in favour of digging of tanks.
- \*¶2. Stocking of tanks with finger-lings and their netting.

### VI. Health and Sanitation

1. Mobilisation of people in favour of
  - (a) pavement of village streets.
  - (b) Construction of new wells and repair of old wells for drinking water.
  - (c) Erection of public/private urinals, bathrooms, and latrines.
2. Popularising the use of ventilators and soak pits.
3. Tendering advice on
  - (a) rain-water drainage.
  - (b) Chlorination of water.
  - (c) Proper rural housing.
4. Organising sanitation campaign and inoculation etc.
5. Organising campaign for mass inoculation etc.
- \*¶6. Distribution of medicines and maintenance of first aid kits.

### VII. Works

1. Assessment of needs, publicity, mobilisation of resources and procurement of technical aid etc.
- \*¶2. Assistance in approving administrative approval for such schemes.
- \*¶3. Assistance in preparation of statements of expenditure, collection of bills etc. and recommendation for grant-in-aid.
4. Follow up of execution and maintenance of approved works.
5. Assistance to the overseer in the verification of works completed by villagers.
6. Collection of public contribution.

### VIII. Social Education

1. Creation of atmosphere for greater support and co-operation.
2. Distribution/display of posters, films, pamphlets, books, leaflets etc.
3. Organise Kisan Melas and Exhibitions.
4. Organisation of youth clubs.
5. Setting up of children parks.
6. Organise Community Centres.

### IX. General Publicity

1. Decimal coinage system, Small Savings.
2. Shramdan Drive.

## X. Records and Office Work

### 1. Compilation of Records:—

- (a) General information about the area.
- (b) Population a/g to census 1951.
- (c) Land utilisation Statistics.
- (d) Crop pattern.
- (e) Sources of Irrigation.
- (f) Live stock.
- (g) Distribution of Agricultural implements (cultivator-wise).
- (h) Targets and achievement register (monthly achievements).
- (i) Stock Register.
- (j) Progress Reports (similar to 8—only consolidated for all villages).
- (k) Daily Diary.
- †||\*¶(l) Register for construction work.
- (m) Demonstration results Register.

2. Preparation of progress reports, statements, charts, maps etc.

3. Maintenance of other office records.

4. Office and correspondence work.

## XI. Miscellaneous

1. Attending fortnightly/monthly/emergent meetings.
2. Showing visitors round the units.  
ad hoc surveys like:
- \*3. Assessment of losses during calamities (floods etc.).
4. Cattle census.
5. Industries census.
- \*6. Coal requirements survey.
- \*7. Cement requirements.
- \*8. Sale of Tickets like:
  - (a) T.B. Seals.
  - (b) Flag Day etc.
9. Maintenance of equipment and stores.
- †‡§||10. Distribution of Charkhas and Hanks etc.

NOTE 1.—Revenue work is done by the Gram Sewak only in Bombay State.

NOTE 2.—Jobs not undertaken by the Gram Sewaks in the States indicated by asterisks against each:

- (1) \*Madras (Palladam)
- (2) †Delhi (Alipur)
- (3) ‡Punjab (Nawanshahr)
- (4) ||Bombay (Haveli)
- (5) ¶Madras (Coonoor)
- (6) §U.P. (Goshainzani).

## STATEMENT NO. II

### RECLASSIFIED JOBS DONE BY THE GRAM SEWAK

<i>Classification of jobs</i>	<i>Nature of jobs</i>
1. Educative and Informative (enlightening public opinion).	<ol style="list-style-type: none"> <li>1. Demonstration of the use of the improved seed.</li> <li>2. Demonstration of the use of improved agricultural implements.</li> <li>3. Demonstration of the use of manure and fertilizers.</li> <li>4. Organising campaign for introducing and extension of cash crops.</li> <li>5. Propagation of improved techniques of farming.</li> <li>6. Reclamation of agricultural waste land.</li> <li>7. Popularisation and demonstration of methods of plant protection.</li> <li>8. Organising campaigns for greater use of fertilizers and green manure, Van Mahotsava etc.</li> <li>9. Advice on balanced feed for milch cattle.</li> <li>††* 10. Organising campaigns for artificial insemination.</li> <li>11. Advice on different aspects of Poultry Farming.</li> <li>* 12. Mobilise opinion in favour of digging of tanks for Fish-Culture.</li> <li>* 13. Stocking of tanks with fingerlings and their Netting.</li> <li>14. Popularising the use of ventilators and soak pits.</li> <li>15. Advice on digging of compost pits.</li> <li>16. Tendering advice on rain water drainage, chlorination of water, rural housing.</li> <li>17. Enlightening villagers in all aspects of rural development by creating atmosphere for greater support and cooperation.</li> <li>18. Distribution and display of posters, films, pamphlets books, leaflets and other such audio-visual aids.</li> <li>19. Assistance in organising Community Centres.</li> <li>20. Organising Kisan Melas and exhibitions.</li> <li>21. Publicity about works (constructional items) and mobilisation of villagers in undertaking the same.</li> <li>22. Conducting publicity for schemes like decimal coinage system, small savings.</li> </ol>

<i>Classification* of Jobs</i>	<i>Nature of jobs</i>
2. Ameliorative (for meeting specific problems).	1. Use of first-aid kits for minor ailments and distribution of medicines. 2. Assistance in mass inoculations of human beings. 3. Organising campaigns for control of contagious disease and assistance in inoculations and vaccinations of cattle. *¶ 4. First-aid treatment of animal cases for minor ailments. ‡*¶ 5. Castrations of scrub bulls. †  *¶ 6. Provision of Foot baths for animals.
3. Supplies or Service jobs (which could be taken up by the villagers).	1. Distribution of improved seeds. 2. Distribution of Improved implements. *3. Distribution of manure. *4. Distribution of fertilizers and other inorganic manures. *5. Supply of good breed bulls. †6. Supply of pedigree birds and eggs. 7. Soil and water tests. 8. Setting up of Children parks. †‡\$ ¶ 9. Supply of Charkhas and Hanks.
4. Works (constructional activities) Jobs.	1. Assessment of needs and resources of the villagers for undertaking work items and procurement of technical aid. *   2. Assistance in preparation of statements of expenditure, collection of bills, etc. *¶ 3. Assistance in obtaining administrative approval for works schemes. 4. Assistance in the verification of works cases. 5. Follow up of execution and maintenance of completed works items. 6. Collection of Public contribution.
5. Organising villagers for development.	1. Organising crop competitions. *¶ 2. Organising villagers through campaigns for community orchards. 3. Organising sanitation campaign. 4. Organisation of youth clubs. 5. Shramdan work.

<i>Classification of jobs</i>	<i>Nature of jobs</i>
6. Collection of statistics ..	1. Organising crop sample survey/ <i>ad hoc</i> surveys like: *2. Assessment of losses during calamities ; 3. Cattle census ; 4. Industries census ; *5. Coal requirements ; *6. Cement requirements ; 7. Others unforeseen.
7. Administration ..	*1. Receipt and recommendations on applications for taccavi loans. 2. Compilation of office records. *3. Sale of tickets like T.B. seals, flag day. 4. Showing visitors round the units. 5. Attending monthly, fortnightly and emergency meetings. 6. Preparation of progress reports, charts, maps statements etc. 7. Maintenance of equipment and other stores given to the Gram Sewak for use and demonstration. 8. Maintenance of Office Records. 9. Office work.

NOTE I.—Jobs not undertaken by the Gram Sewak in the States indicated by asterisks against each :—

1. Delhi (Alipur)	=	†
2. Punjab (Nawanshahr)	=	‡
3. U.P. (Goshainganj)	=	§
4. Bombay (Haveli)	=	
5. Madras (Palladam)	=	*
6. Madras (Coonoor)	=	¶

NOTE II.—Revenue work is done only in Bombay State.

### STATEMENT NO. III

#### DETAILS OF STRUCTURAL PROBLEMS TO WHICH VILLAGERS ATTACHED IMPORTANCE

VILLAGE: Nanglipoona.

BLOCK : Alipur Delhi Territory.

1. (a) *Inundation of low lying area*—A major portion of the net sown area in village Nanglipoona is low lying and subject to frequent inundation during the rainy season. This is occasioned due to a storm water drain, called Bawana Escape, running about 200 yards from the village. The embankments of this drain generally give way during the rainy season, despite its periodical strengthening by the villagers. As a result of this, the entire low lying area is affected. Rainwater causes immense harm to the standing Kharif crops and since it is not drained off, also delays Rabi Sowings. This is true of the low lying areas in villages contiguous to Nanglipoona village. Hence, a survey of the entire low lying area may be made and scheme formulated to strengthen the embankments permanently, without which, there is little possibility of increasing agricultural production and all efforts in this direction may be thwarted.

(b) *Consolidation of Holdings*—Consolidation work has not been completed in this village and villagers are very emphatic in this matter. It has been very difficult for most of the cultivators to increase irrigational facilities and undertake farm management activities without consolidation of holdings.

(c) *Canal water*—The villagers are also of the opinion that canal water is inadequate, untimely, and does not reach most of their fields. It is learnt that the supply of canal water has been reduced in the Alipur Block by the canal authorities in view of certain operational difficulties.

VILLAGE: Bharta Khurd.

BLOCK : Nawanshahr—Jullundur Distt.  
Punjab State.

2. (i) As a refreshing contrast, this village has been consolidated with all the resultant advantages like operational efficiency, extension of cultivation, land development, social gains, and other administrative advantages. It was given to understand that as a result of consolidation alone, there has been remarkable improvement in Agriculture in this village.

(ii) Even now there is further scope for increase in agricultural production, provided canal water is assured in adequate quantity. The villagers also want to lift irrigation water from this canal with the help of individual

as well as Community owned pumping sets, but the facilities have not yet been given to the cultivators. This will bring about 250 acres under irrigation and lead to increased yield.

(iii) Most of the cultivators want to instal Tube Wells or pumping sets of their own, provided electricity is made available shortly. This point was frequently brought home during the work study.

VILLAGE: Bareha.

BLOCK : Goshainganj—Lucknow Distt.  
U.P. State.

3. (i) This village has the singular distinction of carrying out consolidation work by the villagers themselves in a very smooth and systematic manner. The villagers are proud of this fact and take active interest in Agricultural production work.

(ii) They, however, feel that although a major portion of the net sown area is irrigated either by wells or canals, yet the water supply by Canals is hardly assured and needs to be regulated evenly and timely.

(iii) The villagers have since extended their cultivated area under green manuring with perceptible increase in agricultural production. But of late, in certain cases, the wheat crop has lodged during the last 2-3 years and the cultivators are slowly becoming apprehensive about further adoption of green manuring practices. The problem is, however, under the consideration of the Block authorities.

VILLAGE: Koregoan Mul—Haveli Block.

DISTT. : Poona, Bombay State.

4. (i) The main problem, here, is about conservation of rain water. Being a comparatively hilly area, the water is drained off and washes away the fertile soil with the result that agricultural production is greatly affected. During the discussion with the villagers it emerged that contour bunding of the fields is imperative and perhaps an effective solution towards increasing agricultural production, the sinking of surface wells being a costly affair. Those villagers who could afford to construct bunds in their fields have already undertaken this work. But in view of the financial stringencies in case of poor cultivators, the bunding of fields has not progressed much.

VILLAGE: Sekampalayam—Palladam Block.

DISTT. : Coimbatore, Madras State.

5. This is an area of inadequate rainfall. It lies astride the wind blowing from Palghat gap at 45—50 miles an hour. Accordingly the entire surface of the soil has been eroded and *kankar* layer is on the top. The crop pattern is a traditional one consisting of Jowar and Bajra. The soil is unfit for these crops and any amount of application of manuring etc., will be of no



use. A new crop pattern has to be evolved. The villagers have tried rearing sheep but without success as there is not enough green fodder for them. About thirteen miles from the village, the whole area produces the finest pasture cattle. The possibility of growing certain varieties of cacti for both the surface and fodder for the sheep and the base for food preservation industry of the cacti would be explored.

VILLAGE: Pallada.

BLOCK : Ootacamund—Nilgiris Distt.  
Madras State.

6. It is a predominantly potato-growing area and much of the village economy is based on potato-cultivation. Some of the problems confronting the cultivators are:—

- (i) Timely supply of disease-free potatoes for seed purposes on deferred payment.
- (ii) Arrangements for seed multiplication of Great Scot variety in the village itself.
- (iii) Intensive research for solution of virus, and many other contagious as well as non-contagious diseases in potato crop.
- (iv) Lack of effective organisation for the disposal of produce.



# STATEMENT NO. IV

## PERCENTAGE OF TIME SPENT BY GRAM SEWAKS ON VARIOUS DEVELOPMENTAL ACTIVITIES

Name of the Block	No. of villages in the charge of Gram Sewaks		Gram Sewaks		Agriculture (including irrigation & Reclamation)		Works (constructive activities)		Animal Husbandry		Health & Sanitation		Social Education (also Education)		Cooperation		Industries		Meetings Block H.Q. & Distt.		Miscellaneous		Revenue work	
	Per cent		Per cent		Per cent		Per cent		Per cent		Per cent		Per cent		Per cent		Per cent		Per cent		Per cent		Per cent	
Alipur (Delhi)	7	..	1	35	26	3	2	—	1	13	20	—	1	11	1	—	—	—	13	20	—	—	—	—
	5	..	2	24	24	—	3	3	—	3	3	3	3	11	1	—	—	—	18	17	—	—	—	—
	5	..	3	18	20	1	1	5	5	1	1	3	5	15	1	—	—	—	2	38	—	—	—	—
	6	..	4	7	31	2	3	3	2	2	3	3	3	13	1	—	—	—	13	28	—	—	—	—
Nawanshahr (Punjab)	6	..	1	25	28	2	8	9	2	2	8	9	9	2	1	1	1	1	12	13	—	—	—	—
	7	..	2	23	25	1	5	16	1	1	5	16	1	1	1	—	—	—	13	16	—	—	—	—
	6	..	3	23	16	1	5	10	1	1	5	10	1	1	1	—	—	—	18	26	—	—	—	—
	6	..	4	28	31	1	7	6	1	1	7	6	6	—	—	1	1	1	9	17	—	—	—	—
Goshainganj (U.P.)	6	..	1	34	18	4	8	4	4	4	8	4	4	1	2	2	2	11	18	—	—	—	—	
Haveli (Bombay)	7	..	1	5	12	—	7	8	—	—	7	8	8	1	1	—	—	—	6	14	47	—	—	—
	7	..	2	9	17	2	1	8	2	1	1	8	8	1	1	—	—	—	9	20	33	—	—	—
Palladam (Madras)	10	..	1	18	13	10	11	13	10	11	11	13	2	2	1	1	1	1	12	20	—	—	—	—
	10	..	2	15	15	9	12	14	9	12	12	14	5	5	2	2	2	2	14	14	—	—	—	—
Coonoor (Madras)	7	..	1	34	4	8	2	11	8	2	2	11	11	2	11	11	5	5	23	—	—	—	—	—
Baruipur (West Bengal)	7	..	1	40	12	3	4	19	3	4	4	19	19	3	3	—	—	—	5	14	—	—	—	—
	7	..	2	25	25	1	—	24	1	—	—	24	24	1	1	—	—	—	3	21	—	—	—	—

**STATEMENT NO. V-A**  
**DISTRIBUTION OF SEEDS IN DIFFERENT PLACES**

*Block (1)—ALIPUR (Delhi)*

<i>Sl. No.</i>	<i>Procedures</i>	<i>Cultiva- tors</i>	<i>Gram Sewak</i>	<i>EOA</i>	<i>Coop. Stores</i>	<i>BDO</i>	<i>DAO</i>
1	2	3	4	5-	6	7	8
1	Submit indents on assumption basis.	1	1	1	1	1	1
2	D A O purchases seeds and informs BDO/EOA.	..	..	2	2	2	2
3	D A O places seeds at the Coop. Stores again under intimation to BDO/EOA.	..	..	3	3	3	3
4	Gram Sewaks are then informed by EOA.	..	4	4	..	..	..
5	Gram Sewaks inform the cultivators about the availability of seeds.	5	5	..	..	..	..
6	Cultivators purchase seeds from Coop. Stores.	6	..	..	6	..	..
7	EOA & Gram Sewaks inspect Coop. Stores and verify stocks	..	7	7	7	..	..
8	Stock position is submitted by coop. Stores through Gram Sewaks and/or direct to EOA.	..	8	8	8	..	..
9	EOA compiles stock position and submits to DAO through BDO.	..	..	9	..	9	9
10	When the sale is over, complete statement about sale of seed is submitted by Coop. Stores through Gram Sewaks and/or direct.	..	10	10	..	..	..
11	EOA compiles and submits statement to DAO through BDO for payment of commission etc., to DAO.	..	..	11	..	11	11
12	DAO pays commission amount after scrutiny.	..	..	..	12	..	12
13	If addl. seed is required, DAO arranges the seed and same procedure is followed.	13	13	13	13	13	13
14	EOA & Gram Sewaks also arrange supply of improved seed amongst cultivators (Natural Spread System).	14	14	14	..	..	..

## Block (2)—NAWANSHAHR (Punjab)

Sl. No. 1	Procedures 2	Gram Sewak 3	EOA 4	DAO 5	DDA 6	Seed Agent 7
1	Submit indents on assumption basis ..	1	1	1	1	..
2	On intimation, taking delivery of seed ..	..	2	..	..	..
3	Inspection of seed—quality and quantity and germination tests conducted. ..	..	3	..	..	..
4	Encashment of R. R. and entry in Store-Book ..	..	4	..	..	..
5	Stocking of seed with seed agents .. ..	..	5	..	..	5
6	Acknowledgment about the seed .. ..	..	6	..	..	..
7	Seed account transferred to seed agent ledger ..	..	7	..	..	..
8	Expenditure statements submitted by seed agents are verified and submitted for payment. ..	..	8	8	8	8
9	During sale of seed, registers of seed agents are checked. ..	..	9	..	..	9
10	Sale proceeds are collected, receipts issued and entered in Seed Agent Ledger. ..	..	10	..	..	..
11	Amount remitted into Treasury .. ..	..	11	..	..	..
12	Entries made in the Cash receipt and remittance register. ..	..	12	..	..	..
13	Cash register closed at the end of month ..	..	13	..	..	..
14	Income statement prepared, got verified from the Treasury and submitted for verification. ..	..	14	14	..	..
15	Balance seed is auctioned .. ..	..	15	15	15	15
16	Storage statements are prepared and submitted for approval. ..	..	16	16	16	..
17	After approval of above, commission bills are prepared and submitted for payment. ..	..	17	17	..	..
18	Self Cross Check account is prepared of receipts and disposal of seed and submitted for payment. ..	..	18	18	18	..
19	Commission amount encashed, entered in cash-book and payment made to seed agents. ..	..	19	..	..	19
20	Receipts for commission amounts are verified and sent. ..	..	20	20	20	..
21	During sale of seed, market fluctuations are observed and price fixation recommended. ..	..	21	21	..	..
22	If seed goes out of stock, matter reported and arrangements made. ..	..	22	22	..	..
23	If arrangements made, disposal of additional quantity is made as detailed above. ..	..	23	..	..	..

*Block (3)—GOSHAINGANJ (U.P.)*

<i>Sl. No.</i>	<i>Procedures</i>	<i>Lekh-pal</i>	<i>Culti-vator</i>	<i>Gram Sewak</i>	<i>EOA</i>	<i>DAO</i>	<i>DDA</i>	<i>In-charge Seed Depot</i>
1	2	3	4	5	6	7	8	9
1	Collection of indents on sawai basis.	..	1	1	1	..	..	..
2	Get the bonds verified by Lekhpal.	2	..	2	..	..	..	..
3	Deposit the bonds with Incharge Seed Stores.	..	..	3	..	..	..	3
4	Seed demand in respect of seed stores is compiled and got approved in the meeting of Directors.	..	..	..	4	..	..	4
5	Total demand submitted to DAO and DDA for supply of seed.	..	..	..	5	5	5	..
6	Seed supplied by D A O is received in the basic seed store.	..	..	..	6	6	..	..
7	Germination tests are conducted.	..	..	..	..	..	..	7
8	From the basic seed store it goes to seed stores.	..	..	..	8	..	..	8
9	Receipts of seed stores are verified.	..	..	..	9	..	..	..
10	Bring the cultivators to seed stores for collection of improved seed.	..	10	10	..	..	..	10
11	After sale, recording of entries in the Sawai register.	..	..	11	..	..	..	..
12	Fields of cultivators (Registered growers) are inspected for roguing operations etc.	..	..	12	12	..	..	..
13	At the time of harvesting, collect swai share from the cultivators and deposit in the seed store.	..	13	13	..	..	..	..
14	In case of dishonouring of sawai bond, recovery of seed in cash terms.	..	..	14	14	..	..	..
15	Contact seed stores Incharge about defaulters and inform the cultivators for compliance.	..	..	15	..	..	..	15
16	For additional requirement of seed, assist seed store incharge in the procurement of seed from cultivators.	..	16	16	..	..	..	16

*Block (3)—GOSHAINGANJ (U.P.)—contd.*

1	2	3	4	5	6	7	8	9
17	Verification of store, stock register.	..	..	..	17	..	..	..
18	Treatment of stores against insect pests.	..	..	..	18	..	..	..
19	Report about market fluctuations when realisation of seed is on.	..	..	..	19	19	..	..
20	Arrange exchange of pure seed amongst cultivators.	..	..	20	20	..	..	..
21	Get prepared the balance sheet of seed store and submit.	..	..	..	21	21	..	21
22	Sale of seed (in packets or in little quantities) on cash terms.	..	..	22	22	..	..	..
23	Deposit the amount with ADO (A) and DAO.	..	..	23	23	23	..	..



## Block (4)—HAVELI (Bombay)

Sl. No.	Procedures	Lekh-pal	Culti-vator	Gram Sewak	EOA	DAO	DDA
1	2	3	4	5	6	7	8
1	Collection of indents on Sawai Bonds	..	1	1	1	1	1
2	Getting the Bonds verified by Lekhpal.	2	2	..	..	..	..
3	Deposit the bonds with EOA ..	..	..	3	3	..	..
4	On intimation, taking the delivery	..	..	..	4	..	..
5	Entry in the store book ..	..	..	..	5	..	..
6	Stocking of seed in seed godown under the charge of EOA.	..	..	..	6	..	..
7	Seed is sold by EOA ..	..	..	..	7	..	..
8	Bring the cultivators to seed depots (Store) for collection of seed.	..	8	8	8	..	..
9	After sale recording of entries in the sawai register.	..	..	9	..	..	..
10	Sale proceeds are collected, receipts issued and amount entered in the cash book.	..	..	..	10	..	..
11	Remitted into the Treasury and entered in remittance register.	..	..	..	11	..	..
12	At the end of month cash register is closed.	..	..	..	12	..	..
13	Income statement is prepared, got verified from Treasury and submitted to DAO for verification.	..	..	..	13	13	..
14	The balance seed is sold for consumption purposes by EOA as per orders of DAO.	..	..	..	14	14	..
15	Storage statements are prepared and submitted for approval.	..	..	..	15	15	15
16	At the end of harvesting, collect sawai shares from cultivators and deposit.	..	..	..	16	..	..
17	In case of dishonouring of Sawai bonds, recovery of seed in cash terms.	..	..	..	17	..	..
18	Contact seed stores about defaulters, inform respective cultivators.	..	..	..	18	..	..
19	When new varieties of crops are received effect distribution and sale on cash terms.	..	..	..	19	19	..
20	Deposit the sale proceeds ..	..	..	..	20	20	..

*Block (4)—HAVELI (Bombay)—contd.*

1	2	3	4	5	6	7	8
21	During sale of seed, market fluctuations are observed and price fixation recommended.	..	..	..	..	21	21
22	If seed goes out of stock matter reported and arrangements made.	..	..	..	..	22	22
23	If arrangements made, disposal of addl. quantity is made as detailed above.	..	..	..	..	23	..



सत्यमेव जयते



*Block (5)—PALLADAM (Madras)*

<i>Sl. No.</i> 1	<i>Procedures</i> 2	<i>Culti- vator</i> 3	<i>Gram Sewak</i> 4	<i>EOA</i> 5	<i>BDO</i> 6	<i>DAO</i> 7
1	Collect indents from cultivators orally as well as in writing together with amount in full and issue a temporary receipt.	1	1	..	..	..
2	Consolidate all indents .. .. .	..	2	..	..	..
3	Submit indents and money to BDO through EOA and get receipt.	..	3	3	3	..
4	EOA submits indents to DAO through BDO	..	..	4	4	4
5	On intimation, taking delivery of seed ..	..	..	5	..	..
6	Inspection of seed quality and quantity ..	..	..	6	..	..
7	Entering in the Stock Book .. .. .	..	..	7	..	..
8	Germination tests are made .. .. .	..	..	8	..	..
9	Expenditure statement submitted and sale price fixed by DAO.	..	..	9	..	..
10	Acknowledgement about seed is made ...	..	..	10	..	..
11	As soon as seeds arrive, Gram Sewaks are informed.	..	11	11	..	..
12	Gram Sewak takes the seed to his head quarters from this Block Head quarters.	..	12	12	..	..
13	The Gram Sewak distributes seeds as per indents.	13	13	..	..	..
14	After distributing the seed temporary receipts are taken back from indentors and pucca receipts issued.	14	14	..	..	..
15	Sale proceeds are entered in Cash Book and the Stock in the stock book.	..	..	15	..	..
16	Sale proceeds remitted in the treasury ..	..	..	16	..	..
17	Entries made in corresponding registers ..	..	..	17	..	..
18	Cash register is closed at end of month ..	..	..	18	..	..
19	Income statement prepared and verified and submitted.	..	..	19	..	..
20	The balance seed is sent to other areas as per orders of DAO for the next season.	..	..	20	..	20
21	Storage statements are prepared .. .. .	..	..	21	..	..
22	Market fluctuations are observed and submitted to DAO.	..	..	22	..	22
23	Additional quantities, if required, are reported	..	..	23	..	23
24	If arrangements made, the same old procedure is followed.	..	..	24	..	..

*Block (6)—COONNOOR (Madras)*

<i>Sl. No.</i>	<i>Procedures</i>	<i>Culti- vator</i>	<i>Gram Sewak</i>	<i>EOA</i>	<i>DAO</i>	<i>Supdt. Re- search Sta- tion.</i>
1	2	3	4	5	6	7
1	Collect indents from cultivators orally as well as in writing together with amount in full and issue a temporary receipt.	1	1	..	..	..
2	Consolidate all the indents .. .. .	..	2	..	..	..
3	Submit indents and money to BDO through EOA and get receipt.	..	3	3	..	..
4	EOA submits indents to DAO through BDO	..	..	4	4	4
5	On intimation, taking delivery of seed. (Delivery at the seed Depot under the charge of EOA.)	..	..	5	..	..
6	Inspection of seed quality and quantity ..	..	..	6	..	..
7	Entry in the stock book .. .. .	..	..	7	..	..
8	Seed stocked in the Depot .. .. .	..	..	8	..	..
9	Expenditure statement submitted and sale price fixed by DAO.	..	..	9	..	..
10	Acknowledgement about seed is made ..	..	10	..	..	..
11	As soon as seeds arrive, Gram Sewaks are informed.	..	11	11	..	..
12	Gram Sewaks informs indenter villager to take delivery from the Depot.	12	12	..	..	..
13	Cultivators themselves collect the Seed from Seed Depot.	13	..	13	..	..
14	After distributing the seed temporary receipts are taken back from indentors and pucca receipts issued.	14	14	..	..	..
15	Sale proceeds are entered in cash book and the stock sold in the stock book.	..	..	15	..	..
16	Sale proceeds remitted in the Treasury ..	..	..	16	..	..
17	Entries made in corresponding register	..	..	17	..	..
18	Cash register is closed at the end of month ..	..	..	18	..	..
19	Income statement prepared and verified and submitted.	..	..	19	..	..
20	Balance seed not auctioned. Efforts made to dispose of all the seed.	..	..	20	..	..
21	Storage statements are prepared (on monthly basis).	..	..	21	21	..

*Block (6)—COONOOR (Madras)—contd.*

1	2	3	4	5	6	7
22	Market fluctuations are observed and submitted to DAO.	..	..	22	22	..
23	Additional quantities, if required, are reported	..	..	23	23	..
24	If arrangements made, the same old procedure is followed.	..	..	24	..	..



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**STATEMENT NO. V-B**

**AGRICULTURAL PROCEDURES IN GOSHAINGANJ BLOCK—(U.P. STATE)**

*Supply of Fertilizers*

<i>Sl. No.</i>	<i>Procedures</i>	<i>Culti- vators</i>	<i>Lekh- pal</i>	<i>Gram Sewak</i>	<i>Depot In- charge</i>	<i>ADO (A)</i>	<i>BDO</i>	<i>DAO</i>
1	2	3	4	5	6	7	8	9
1	Collection of indents from cultivators on Taccavi bonds for different fertilizers.	1	..	1	..	1	..	..
2	Get the Taccavi bonds verified by the Lekhpal.	..	2	2	..	..	..	..
3	Deposit the bonds with the A.D.O. (A).	..	..	3	..	3	..	..
4	Consolidate the indents for the entire block and submit to D.A.O. for supply.	..	..	..	..	4	4	
5	Arrange allocation of Coop. Depots for supply of fertilizers.	..	..	..	..	5	..	4
6	Take delivery of fertilizers when received and arrange delivery at Coop. Depots.	..	..	..	6	6	..	..
7	Obtain sanction for the issue of permits on the basis of Taccavi bonds, already verified.	..	..	..	..	7	7	..
8	Preparation of the permits	..	..	..	..	8	..	..
9	Distribution of the permits amongst the cultivators concerned.	..	..	9	..	..	..	..
10	Accompany the cultivators for encashment of the fertilizer permit for alteration and verification at Coop. Depots.	10	..	10	..	..	..	..
11	Issue of fertilizer on the basis of permits and supervision of proper distribution.	..	..	..	11	11	..	..
12	Maintain record of the fertilizer given on Taccavi basis and submit the statement to B.D.O. and D.A.O.	..	..	..	..	12	12	12

## STATEMENT NO. V-B-2

## AGRICULTURAL PROCEDURES IN GOSHAINGANJ BLOCK—(U.P. STATE)

*Seed Demonstrations*

<i>Sl. No.</i> 1	<i>Procedures</i> 2	<i>Culti- vators</i> 3	<i>Gram Sewak</i> 4	<i>ADO (A)</i> 5	<i>DAO</i> 6
1	During regular visits persuade the cultivators for lay out of Demonstration plots.	..	1	1	..
2	Selection of suitable site for lay out of D. plots	..	2	2	..
3	Arrange for the different requirements for Demonstration plots.	..	..	3	3
4	Explain to the Gram Sewak the details of lay out	..	..	4	..
5	Further explain to the cultivators the particulars and details of lay out.	..	5	..	..
6	Assist the cultivators in the actual lay out and also undertake certain cultural operations like ploughing, sowing of seed etc.	6	6	..	..
7	Prominent display of particulars, object of demonstration etc. at the Demonstration plot.	..	7	..	..
8	Watch the progress of demonstration plot during visits, record observations with the cultivators on sight seeing.	8	8	8	..
9	At the time of harvesting, assess the yield of D. plot in the presence of other cultivators.	..	9	..	..
10	Compilation of results and submission to DAO through ADO (A).	..	10	10	10
11	Publicity of results of demonstrations through cultivators and Gram Sewaks.	11	11	..	..

## STATEMENT NO. V-B-3

## GOSHAINGANJ BLOCK (U.P. STATE)

*Organising Crop Competitions*

Sl. No. 1	Procedures 2	Culti- vators 3	Lekh- pal 4	Gram Sewak 5	ADO (A) 6	BDO 7	DAO 8
1	Propagate the scheme for crop competitions at Gram Sabha level, Tehsil level, District level, State level and Country level.	..	..	1	..	..	..
2	Inspection of Cultivators' plots about their eligibility in crop competitions.	..	..	2	..	..	..
3	Tendering advice, when required on improved agricultural practices to the prospective competitions.	..	..	3	3	..	..
4	Assist the farmers in filling up the forms.	4	..	4	..	..	..
5	Collect the information about plot number etc. from the Lekhpal.	..	5	5	..	..	..
6	Collect crop competition fees from the competitors.	6	..	6	..	..	..
7	Applications, forms, and fees from the cultivators are deposited at Block Headquarters with ADO (A).	..	..	7	7	..	..
8	Receipts are issued to the cultivators through the Gram Sewaks.	8	..	8	8	..	..
9	Amount is taken in the relevant cash book and deposited with DAO direct.	..	..	..	9	..	..
10	Programme with regard to harvesting of crops in the competition plots is fixed up by ADO (A) according to levels of competitions.	..	..	..	10	..	..
11	Harvestings are supervised by the officials concerned in the presence of cultivators.	..	..	11	11	11	11
12	Observations are recorded, results compiled for various levels of competitions and submitted to DAO.	..	..	12	12	12	12
13	Results of crop competitions are announced and given publicity.	..	..	13	13	13	13
14	DAO remits the amount to ADO (A) for distribution.	..	..	..	14	..	14
15	Prizes are distributed to the winners, actual payees' receipts taken and submitted to DAO.	..	..	15	15	..	15

## STATEMENT NO. V-B-4

## GOSHAINGANJ BLOCK (U. P. STATE)

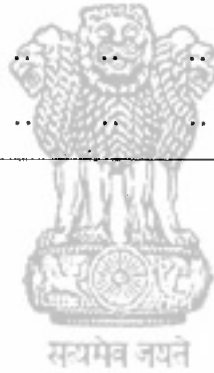
## Organising Crop Sample Survey

Sl. No. 1	Procedures 2	Culti- vators 3	Lekhpal 4	Gram Sewak 5	ADO (A) 6	N.S.S. Officer 7
1	Tranining at the Block Headquarters about crop sample survey and also obtain the random number and forms from the N.S.S. Officer.	..	..	1	1	1
2	Contact the Lekhpal and obtain Khasra Numbers of plots.	..	2	2	2	..
3	Find out the exact location of plot with the help of Lekhpal.	..	3	3	3	..
4	Approach the cultivator and explain to him the importance of N.S.S. crop cuttings.	..	..	4	4	..
5	With the assistance of cultivators earmark the plot according to specifications and instructions.	..	..	5	..	..
6	Fix up the date of crop cuttings with the cultivators.	..	..	6	..	..
7	Fill up Form No. (1) about area, measurement and boundary of the plot and submit to ADO (A).	..	..	7	7	..
8	Compile Form No. (1) and submit to the Statistician.	..	..	..	8	8
9	Harvestings done under the direct supervision of ADO (A), assess the first weight, fill up Form No. 2, and submit.	..	..	9	9	..
10	Forms No. 2 are compiled and submitted to Statistician.	..	..	..	10	10
11	Produce of the crop cutting plot is sealed for drying up and handed over to the cultivator.	11	..	11	..	..
12	After fifteen days, ascertain the weight, fill up Form No. 3, and submit.	..	..	12	12	..
13	Forms No. 3 are compiled and submitted to Statistician.	..	..	..	13	13

**STATEMENT NO. VI**

**STATEMENT REGARDING THE TIME SPENT BY THE EXTENSION OFFICER  
(AGRICULTURE) ON OFFICE AND NON-OFFICE WORK IN A YEAR**

<i>Sl. No.</i>	<i>Name of the Block and State.</i>	<i>Percentage of days spent on office work.</i>	<i>Percentage of days spent on non-office work.</i>
1	Alipur (Delhi) .. .. .	Diaries not available at the time of work study.	
2	Nawanshahr (Punjab) .. .. .	50.2	49.8
3	Goshainganj (U.P.) .. .. .	37.6	62.4
4	Haveli (Bombay) .. .. .	30.35	69.65
5	Palladam (Madras) .. .. .	Diaries not available at the time of work study.	
6	Coonoor .. .. .	21.8	78.2






**STATEMENT NO. VII**  
**DUPLICATION OF WORK**

S. No.	Nature of activities	Performance within the block	Performance outside the block	Nature of duplication as revealed by work study	Nature of duplication as based on experience and discussions with extension workers
1	2	3	4	5	6
1.	<i>Agriculture—</i>				
	(i) Distribution of improved seeds for trial plots.	Cultivators Gram Sewaks †Agri. S. I. ‡E.O.A.	Distt. Agri. Officer Dy. Dir. (Agri.)	Trial plots are laid both by the Gram Sewak and Agri. S.I.s	It sometimes happens that the trial plots get concentrated in the same villages of the Gram Sewak's centre, or groups of cultivators.
	(ii) Manure pits.	Gram Sewak Patwari Panchayat E.O.A.			1. Digging of compost pits is a part of the activities of Health and Sanitation Staff provided by the concerned deptt. at the village level. 2. The Gram Sewaks, A.S.I.s and E.O.A. also undertake this activity.
2.	<i>Loans for irrigation.</i>	Cultivators Patwari Kanungo Gram Sewak EOA BDO Accountant Headman	Tehsildar	1. The Statement and the value of the land in the possession of the cultivator is furnished by the Patwari and unnecessarily counter signed by the Kanungo. 2. The application is again countersigned and	1. Under the Head "irrigation" the BDO advances loans for pumping sets. Tube wells boring operations, whereas the Tehsildar generally grants loans for sinking of wells under G.M.F. schemes. But he may advance loans for other items as well.

†Agricultural Sub-Inspector.

‡Extension Officer (Agriculture).

1	2	3	4	5	6
				recommended by the Gram Sewak.	2. The applications are under scrutiny and reconciliation of discrepancies at many stages.
				3. Verifications are again done by the Tehsildar on various items such as value of land, ownership and whether enough land has been hypothecated, when the conditions already known by the Patawari are previously looked into by him.	
				4. Loans are sanctioned by the B.D.O. and also the Tehsildar. There is lack of coordination to ensure that similar types of loans are not advanced to the cultivators or different loans to the same cultivators. On common village land, both the Panchayats and the Forest Dept. sometimes come in conflict for its utilisation in their own manner.	
3. Reclamation.		Cultivators Patwari Gram Sewak Panchayat EOA	 <p>Thesildar District Board District Engineer Fodder Botanist</p>		Distt. Board also undertakes reclamation of common waste land in the villages of its jurisdiction.
Animal Husbandry— (i) Veterinary, first aid and medicine for simple disease.		Gram Sewak Agri. S.I. *VAS	District Board		Veterinary first aid equipment and medicines are supplied at each Gram Sewak's centres, and at some such centres, Veterinary Dispensaries or sub-centres are also located. Mobile vans are also operating in the entire block.

1	2	3	4	5	6
	(ii) Castration of bulls.	Gram Sewak VAS		Work since stopped by the Gram Sewaks	Castrations are being performed by the Gram Sewaks as well as veterinary officials.
5.	<i>Health and Rural Sanitation—</i> Provision for first aid boxes, simple medi- cines for malaria, cough. Inspector.		District Board		1. All Rural Welfare agencies have on their programme pro- vision of health and medicine facilities and it happens that they contact the same villages or groups of families in the same village. 2. During the intensive phase of the block the Sanitary Inspector is posted in addition to the existing Sanitary Inspec- tors of the Health Dept. and Dist. Board. He has no clearly defined duties and as such, is unable to coordinate effectively with his counterparts. 3. Mobile vans supply medicines to the villagers mostly inde- pendent of the knowledge and assistance of the Block Staff. 4. Some non-official organisa- tions and social welfare insti- tutions operate in the Block, for health and sanitation acti- vities without maintaining any effective coordination with the Block authorities.



1	2	3	4	5	6
6	<i>Works programme—</i> Grants and assistance.	Panchayat Gram Sewak Overseer	District Board.	..	1. Projects like Harijan Chaupals, Community Centres etc., are initiated by the Harijan Welfare Board, Distt. Board, Bharat Sewak Samaj and the Development Deptt. without any effective co-ordination. There is much duplication and some- times double payment could be made for the same project by different agencies. 2. The Health Deptt., Development Deptt. and other official and non-official agencies offer dif- ferent designs and estimates for the implementation of the same project in the Block. 3. Local Development works and Local Works Programmes ope- rate simultaneously in Deve- lopment Blocks at many paces. Youth organisations are under- taken by the Block Staff, Bharat Sewak Samaj and State Farmers' Forum (Krishak Samaj) contacting the same villages and obtaining resources from different agencies. Very little coordination is at present being maintained with regard to women welfare acti- vities in the Block by the offi- cial and non-official organisa- tions.
7	<i>Social Education—</i> (i) Organise youth welfare institutions.  (ii) Establish Women Welfare Centres.	Gram Sewak *SEO Teachers BDO	..	..	

\*Social Education Organiser.

STATEMENT NO. VII—concluded

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1	2	3	4	5	6
	(iii) Setting up of children Parks.	..	..	..	No effective coordination at present resulting in duplication of activities. It happens that grants in cash or kind are generally paid to the village panchayats for the same children parks by different official and non-official agencies.
8	Communications—Construction and repair of roads.	Gram Sewak Panchayat Overseer SEO E.O.A. BDO People.	..	..	1. Earth work is ensured through the villagers by various officials and non-official agencies according to different specifications. 2. Pooling of resources from various funds and budget heads is also not ensured by these agencies. 3. Estimates for metalling of roads are verified at many stages.
9	Planning of agricultural programmes.	*DC *DAO BDO Asstt. Farm Manager E.O.A. Agri., S.I.	..	..	While fixing the targets and sub-targets, village-wise, with regard to agricultural programme, the plans are formulated from above in relation to the resources available. These plans are split up district-wise and percolate down to the villages irrespective of their actual needs and requirements for increased agricultural production. When

\*Deputy Commissioner.

\*District Agriculture Officer.

1 2 3 4 5 6

the agricultural programmes are split up in consultation with the villagers by the Block authorities, the villagers become anxious about these plans but evince little interest and response if the benefits accruing out of the village-wise agricultural programmes are not uniformly and systematically spread out. It may be worth-while to consult the villagers in the beginning to ascertain their requirements, short term as well as long term, and formulate such plans. The implementation of these plans may be undertaken in the context of available resources and the villagers clearly enlightened about the commitments made in this respect. The supply position may also be made more effective and timely.

At present many types of surveys are to be conducted by the Gram Sewaks. These surveys are sponsored by various Govt. agencies. The Gram Sewak could undertake these only if he is relieved of his work load and is assisted by other functionaries in his task.



10 Family Surveys.

S.E.O.  
Gram Sewak

## STATEMENT NO. VIII.

## NUMBER OF PERSONS REQUIRING ADDITIONAL RESOURCES AND THEIR APPROXIMATE COST

Serial No.	Name of the village/Block/State	No. of persons interviewed	Area (Acres)	Seeds		Manure		Fertilizers		Implements		Bullocks		Irrigation		Soil Conservation		Total Cost
				No. of persons requiring seeds	Approximate cost	No. of persons requiring manure	Approximate cost	No. of persons requiring fertilizers	Approximate cost	No. of persons requiring implements	Approximate cost	No. of persons requiring bullocks	Approximate cost	No. of persons requiring irrigation facilities	Approximate cost	No. of persons requiring soil conservation assistance	Approximate cost	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
					Rs.		Rs.		Rs.		Rs.		Rs.		Rs.		Rs.	Rs.
1	V—Nanglipoona B—Alipur S—Delhi	24	512	—	—	—	—	—	—	—	—	—	—	20	37,300	2	1,000	38,300
2	V—Bharatakhurd B—Nawanshahr S—Punjab	56	412	2	90	—	—	2	144	3	140	—	—	13	22,500	2	525	23,399
3	V—Bareilly B—Gothainganj S—Uttar Pradesh	40	165	—	—	—	—	17	1,380	1	20	13	5,600	—	—	1	1,500	8,500
4	V—Koregaonmuri B—Haveli S—Bombay	20	368	—	—	5	1,735	—	—	—	—	—	—	11	28,000	3	1,180	30,915
5	V—Sektampalayam B—Palladam S—Madras	20	230	2	123	2	310	4	432	6	300	13	11,050	12	14,250	3	2,600	29,065
	TOTAL	150	1,687	4	213	7	2,045	23	1,956	10	460	26	16,650	56	1,02,050	11	6,805	1,30,179

V—Village

B—Block

S—State

**STATEMENT No. IX**  
**SOME TENTATIVE CONCLUSIONS**

***Personnel***

(a) There was an impression that the full complement of staff has not always been available. There was a time-lag between the sanctioning of the staff, its recruitment and actual resumption of duties by it. In consequence, it was represented that the field work suffered; considerable time was also spent on correspondence for expediting the recruitment of the staff. This increases office work and the worries of the BDO.

(b) The staff of the blocks is now working as a self-contained unit. The highest post open to the block staff for promotion is that of the BDO. This is also filled from outside the ranks of the block staff in most of the cases. The block staff, therefore, has not much opportunity for promotion to the highest post. This is a matter that requires careful consideration especially in relation to the fact that the whole of the country will, during the Second Five Year Plan, be covered by National Extension Service and Community Development Blocks. Unless avenues of promotion are found for the block staff, it will affect the enthusiasm and the quality of work of the Gram Sewak and the other block staff.

***Paper work***

(a) The impression gathered was that the number of instructions issued to the Gram Sewak and the block staff was rather large with the result that there was (a) no proper codification of instructions, (b) even if they were codified there was little disposition to read them in view of the fact that many repeated each other and the number was large. The paper work in the blocks seems to be gradually mounting. The end result of instructions should be the better performance of the job and not a greater accumulation of paper work. It is suggested that reorientation may be made in the manner of issuing instructions to the block authorities. All instructions should be routed through a cell at the headquarters of the State and the district, in which instructions of higher authorities should be put in an easily assimilable form by indicating the various steps that have to be taken as in some of the Job Description Sheets which have been appended to the study.

(b) The office staff of the BDO also needs to be looked into as regards its quality and strength. Much depends on the manner of arranging work consequent upon the simplification of procedures both in the field and in the office. This is a work of stupendous nature which can be done by a centralised agency and there seems to be enough scope for work study training to be given to the BDOs as a part of a refresher course so that they can apply its methods in making arrangements for their work.



### *Visits of Gram Sewaks to Block Headquarters*

There seems to be scope for lessor visits of Gram Sewak to the Block headquarters. This can be done in many ways, *e.g.*, by docketing information properly in the Block headquarters. To some extent, this will become easier if the suggestion made regarding the field diary of the Gram Sewak is accepted. The impression gathered was that, at the least provocation, the Gram Sewak was required to visit the Block headquarters for small odds and ends in which the BDO and his extension staff were interested. On the other hand, the contact of the BDO and the EO with the Gram Sewaks should not normally be at the headquarters of the block but in the field so that their work can be watched and progressed. This, however, does not refer to the fortnightly meetings that are arranged at the BDO's headquarters for reviewing the progress of work. Even in this case the meetings can be held alternatively in the jurisdiction of the different Gram Sewaks so that the tendency and the disposition to go to the Block headquarters are avoided. This will also be an item of extension programme as all the officials gathered in a village for a fortnightly meeting are likely to notice its problems more intimately than they normally do. Each meeting may become, in part, a seminar on the development conditions of the village in which it is held, after the other agenda have been disposed of.

### *Loans*

The loans given, so far as the poorer section of the population was concerned and also to backward farmers, should be in kind and not in cash. It was represented in some of the places that the cash was utilised for other sources and not for the purpose for which it was meant. This poses an administrative problem as the duties of distribution in kind will increase the work of the block staff but some arrangement requires to be made by which it is possible to establish that the loan given has been realised for the purpose for which it was sanctioned. May be that cash orders may be placed in the hands of the villagers which they can encash at the co-operative society or the recognised agency on the basis of which payment may be made by Government to those agencies. A system can be evolved for this purpose and can be tried, as a pilot measure, in some backward areas. This is also likely to lead to greater facilities in effecting recovery as the loan would have been actually utilised for a productive purpose.



**REPORT**  
**of the**  
**TEAM FOR THE STUDY OF COMMUNITY PROJECTS**  
**AND NATIONAL EXTENSION SERVICE**

Vol. III ( Part I )



**COMMITTEE ON PLAN PROJECTS**

**New Delhi**

*December 1957*

## INTRODUCTION

The third Volume of the Report of the Team on Community Projects and National Extension Service contains in Part I Appendices to the various Sections of Volume I, inclusive of Appendix 5 giving the views expressed by the State Governments/Central Ministries concerned on the draft recommendations of the Team, and in Part II some of the Special Features in the field of community development the Team came across in the different States during the course of its tour. Notes on these features were requested from the State Governments; those supplied and considered useful are published so that each State may examine those which are new to it and, where found useful, adopt them with such modifications as local conditions may necessitate.

BALVANTRAY G. MEHTA,

*Leader,*

New Delhi,  
the 21st December, 1957

Team on Community Projects  
and National Extension Service



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सत्यमेव जयते

## Appendix 1

### APPOINTMENT OF THE TEAM ON COMMUNITY PROJECTS AND NATIONAL EXTENSION SERVICE.

*Copy of letter No. COPP (1)/3/57, dated January 16, 1957 from the Secretary, Committee on Plan Projects to all Ministries regarding appointment of the Team on Community Projects and National Extension Service.*

"The Committee on Plan Projects has decided to constitute a Team for the study of Community Projects and National Extension Service in terms of item (i) of its functions laid down in Planning Commission O.M. PC(CDN)23/56, dated September 20, 1956.

2. The composition of the Team is as follows:

- (1) Shri Balwantray G. Mehta, M.P.—*Leader*.
- (2) Dr. S. D. Sharma, Minister, Madhya Pradesh.—*Member*.
- (3) Thakur Phool Singh, Deputy Minister, U.P.—*Member*.
- (4) Shri B. G. Rao, I.C.S., formerly Chief Secretary, Government of Madhya Bharat.—*Member*.

\* \* \*

3. The terms of reference of the Team are contained in the Memorandum issued by the Committee on Plan Projects to the Leader of the Team, a copy<sup>1</sup> of which is enclosed.

\* \* \*

4. The Team will have a Secretary of its own who has still to be appointed. His name will be intimated shortly and in future he will carry on all correspondence with the Ministries on behalf of the Team."

\* \* \*

EXTRACT FROM LETTER NO. COPP (6)/3/57/1227, DATED 31ST MAY 1957,  
REGARDING COOPTION OF SHRI G. RAMACHANDRAN, AS MEMBER OF THE  
COMMUNITY PROJECTS AND NATIONAL EXTENSION SERVICE TEAM.

\* \* \*

"I am directed to refer to Planning Commission's letter No. Adm. 1/2/(57)/56, dated the 16/17th January, 1957 regarding the setting up of a Team for Community Projects and National Extension Service under the Committee on Plan Projects in the Planning Commission and to state that Shri G. Ramachandran, Director, Working Committee, Gandhigram has been co-opted as a Member of the above Team with effect from the 3rd May, 1957. ....".

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<sup>1</sup>Reproduced in para 2 of 'Introduction', Team's Report, Vol. I.

2. EXTRACT FROM GAZETTE NOTIFICATION No. COPP/6/9/57, DATED 20TH JULY, 1957.

"On transfer from the Government of U.P. Shri D. P. Singh, I.A.S., has been appointed as Member-Secretary to the Community Projects and National Extension Service Team, Committee on Plan Projects, Planning Commission, with effect from the 29th March, 1957 until further orders."

\* \* \*

3. EXTRACT FROM THE MEMORANDUM ENCLOSED WITH LETTER No. COPP (1)/3/57, DATED JANUARY 16, 1957 FROM THE SECRETARY, COMMITTEE ON PLAN PROJECTS TO ALL MINISTRIES.

\* \* \*

"4. Shri M. S. Sivaraman, I.C.S., Madras, who has joined as Adviser to the Planning Commission, will act as Adviser on Agricultural Production to the Team. It will also be assisted by Shri J. A. V. Nehemiah, at present Secretary, I.C.A.R., in matters relating to extension of agricultural research to the villages. Both these officers will be at the disposal of the Team on a part-time basis".

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4. EXTRACT FROM GAZETTE NOTIFICATION No. COPP/Ddm./1/7/57, DATED 13TH SEPTEMBER, 1957.

"Shri R. K. Trivedi, I.A.S., formerly Collector of Mehsana, Bombay State, has been appointed as Joint Secretary, C.P. & N.E.S. Team in the Committee on Plan Projects, Planning Commission, with effect from the 2nd June, 1957 until further orders."

\* \* \*

5. EXTRACT FROM GAZETTE NOTIFICATION No. COPP/Adm./1/11/57, DATED 12TH AUGUST, 1957.

"Shri R. V. Subramanian, I.A.S., has been appointed as Officer on Special Duty in the Committee on Plan Projects with effect from forenoon of the 3rd July, 1957, until further orders".

## Appendix 2

### REFERENCE TO C.P. AND N.E.S. TEAM FOR STUDY OF REORGANISATION OF DISTRICT ADMINISTRATION.

\* \* \*

COPY OF LETTER No. PC/CDN/30/1/57 DATED JANUARY 22, 1957 FROM  
SHRI V. T. KRISHNAMACHARI, DEPUTY CHAIRMAN, PLANNING  
COMMISSION TO SHRI BALWANTRAY G. MEHTA, M.P., LEADER OF THE  
TEAM ON C.P. & N.E.S.

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At the first meeting of your Team on the 13th January, I mentioned that it would be necessary for your Team to study, in addition to the items already assigned, the question of reorganisation of the structure of district administration so as to adapt it to the needs of democratic planning. In this connection, I would like to invite your attention to what is said on this subject in Chapter VII of the Second Five Year Plan, especially paragraphs 25 to 29. A paper on the subject of District Development Machinery was placed before the Eighth meeting of the National Development Council in December last. The Council agreed that the investigation contemplated in the Plan should be carried out under the auspices of the Committee on Plan Projects and the Team constituted for the field study of National Extension and Community Projects should also study problems connected with reorganisation of district administration on the basis of general conclusions outlined in the Plan. I enclose a copy of the paper submitted to the National Development Council and of the conclusions reached by it. I shall be glad to discuss the subject further with you at your convenience.

EXTRACT FROM SUMMARY OF CONCLUSIONS AND SUGGESTIONS ARISING OUT  
OF THE EIGHTH MEETING OF THE NATIONAL DEVELOPMENT COUNCIL.

#### *VII. District Development Machinery.*

The National Development Council considered the proposal in the Second Five Year Plan for a special investigation under its auspices into the reorganisation of district administration. The Plan had recommended that village panchayats should be organically linked with popular organisation at a higher level and that, by stages determined in advance, democratic bodies should take over the entire general administration and development of district or sub-division, other perhaps than such functions as law and order, administration of justice and certain functions pertaining to revenue administration. It was



agreed that the proposed investigation should be carried out under the auspices of the Committee on Plan Projects and the Team constituted for the field study of National Extension and Community Projects should also study problems connected with the reorganisation of district administration on the basis of the general conclusions outlined in the Plan. The Plan also envisaged that pending the implementation of proposals which are finally approved by the National Development Council, the existing machinery for associating the people with development work should be reorganised and there should be district development councils and development committees for extension blocks or talukas in which there will be the largest measure of participation, possibly from village panchayats, local bodies, cooperative organisations and voluntary agencies.



### Appendix 3

#### STUDY SCHEME OF THE TEAM ON COMMUNITY PROJECTS AND NATIONAL EXTENSION SERVICE

A. EXTRACT FROM THE MEMORANDUM ENCLOSED WITH LETTER No. COPP  
(1)/3/57, DATED JANUARY 16, 1957 FROM THE SECRETARY, COMMITTEE  
ON PLAN PROJECTS TO ALL MINISTRIES.

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(5) The period of study shall be about six months. The Team will, however, have the discretion to send in reports at shorter intervals of time on specific questions if it is considered necessary and feasible.

(6) (i) The practical nature of the study shall be fully borne in mind. The endeavour shall be to reach agreed solutions on changes in design, procedure, methods of work with the Project authorities/State Governments/Central Ministries concerned.

(ii) The Team is not a Commission of Enquiry. Structured questionnaires and formal examination of witnesses shall be kept to the minimum. The data shall be gathered as a result of personal investigations by the members of the Team assisted by such staff as may be necessary.

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(iii) The purpose of appointing the Team is to stimulate thinking at all levels of the working of the projects for purposes of ensuring economy and efficiency. All attempts shall be made in this context, to associate field workers with the actual conduct of investigation so as to give them a sense of participation in the work of the Team. This will assist in the training of the field workers as well as facilitate the compilation of the necessary data.

(iv) \* \* \* The report of the Team should, therefore, be a brief document in four parts under each major head or sub-head:

- (a) Points on which agreement has been reached with the Project authorities/State Governments/Central Ministries.
- (b) Points on which agreement could not be reached along with a brief statement of the opposing views.
- (c) Points which require further detailed examination.
- (d) The financial effect of the suggestions made at (a) and (b) above.

(v) In order to instil confidence in the field staff that the Team has been appointed to assist them to improve upon their existing record of work and not to criticise them, the following points shall be kept in mind:

- (a) The Team will not give the impression that it is meant to secure super-financial control of the type usually attributed, rightly or wrongly, to the financial and audit organisations of Government.
- (b) It will not interfere with the sense of responsibility of those on whom the primary load for the execution of the projects or schemes rests. In fact, it will tend to re-inforce their initiative by a real, helpful attitude.
- (c) It will not give the impression that it is carrying out improvements. On the other hand, even at the risk of sacrificing its genuine achievements, it will make it appear that improvements stem from within the organisation of the projects.

**B. THE TEAM USED THE FOLLOWING SOURCES FOR STUDY AND COLLECTION OF THE DATA:**

(1) Existing literature and reports, such as:—

- (a) The Estimates' Committee Reports on Community Projects and National Extension Service.
- (b) Evaluation Reports and other studies and material of Programme Evaluation Organisation.
- (c) Evaluation Reports and other publications of Planning Research and Action Institute, U.P., (referred to on pages 56—59 of the Second Annual Report).
- (d) Reports by Specialists such as the United Nations Team, Dr. Carl. C. Taylor, Mr. M. L. Wilson, and other individuals and Organisations.

(2) Progress Reports with Community Projects Administration and States. (The Quarterly Progress Reports available to the Team were on the old pro forma which has since been modified.)

(3) Questionnaires I to IV, issued by the Team as per corresponding Annexures I to IV. Questionnaires I and III were issued to all the Blocks under the Team's study, questionnaire II to the respondents referred to in Annexure II, while questionnaire IV was issued to the Development Commissioners of all the States.

(4) Group discussions with people through informal meetings and discussions during visits to villages.

(5) Group discussions with the members of the District Planning Committees, Block Advisory Committees and office bearers of Cooperatives, Panchayats and Gaon Sabhas during visits to Blocks.

(6) Group discussions with the field staff, Village Level Workers, Block Level Workers and District Level Workers, etc.

(7) Discussions with the leaders of public opinion interested in Community Project and National Extension Service, M.L.As. and M.Ps. of the area under study, students and teachers of sociology and economics, of training institutions under the C.P.A., of Agricultural Colleges and Institutions and of training Institutes of Cooperatives and Panchayats and workers connected with the programme for women and children, backward classes, Harijans, Adivasis, Sarvodaya, Saghan Kshetra, Gramdan etc.

(8) Spot visits, verifications and sample physical checks.

(9) Case studies by social scientists, Special Reorganisation Unit and other agencies.

(10) Study of records, e.g., Village, Block and District Plans, Minutes of Committees and Staff Meetings, Acts, Rules and Circulars etc.



# ANNEXURE I

## QUESTIONNAIRE I

*Factual and Quantitative Data as on 31st March, 1957.*

**Explanatory Notes.**—(1) The purpose underlying this form is to collect supplementary data not available in the Quarterly Progress Reports prescribed by the Ministry of Community Development. New items not covered by the Quarterly Progress Reports and this form can be added by the Block Development Officers on a separate sheet if they consider them significant.

(2) The designations of some of the workers in some States are different from those mentioned in this form. Please substitute the correct designations. If some categories of the staff have not been mentioned in this form, they may be added in the blank space provided under various heads. The designations given in this form are meant to describe the functions of the workers. Only the correct designations should be retained or added and non-applicable designations deleted.

(3) Please add comments or notes, wherever considered significant, on a separate sheet giving the serial number of the column to facilitate identification.

(4) This form is required to be filled up in respect of Blocks specified in the list enclosed with the forwarding letter.

State ..... Stage of Block : National Extension Service/Intensive Development/Post Intensive Development.  
District ..... Date of first inauguration.....  
Block ..... Date of inauguration in present stage.....

Items	Particulars.
I. Area of the Block :	B.— Classified Area (in acres only)
A— Total Area	(a) Cultivated :
(a) In acres : .....	(i) Irrigated.....
(b) In square miles.....	(ii) Unirrigated.....
	(b) Uncultivated:
	(i) current fallow .....
	(ii) Waste Culturable.....
	(iii) Waste unculturable.....

2. No. of villages in the Block.....

3. Population of the Block.....

4. Staff :

Items	Number sanctioned	Actual number posted	Shortage	Date of the oldest vacancy
1	2	3	4	5
(a) Village Level				
(A) National Extension Service Budget :				
(i) Village Level Workers or Gram Sewaks (men).				

I	2	3	4	5
<p>(ii) Village Level Workers or Gram Sewikas (women) . . . . .</p> <p>(iii) Midwives. . . . .</p> <p>(iv) Other workers working at village level . . . . .</p> <p>(v) (specify) . . . . .</p> <p>(vi) . . . . .</p>				
<p><b>B.— Departmental Budget :</b></p> <p>(i) Agricultural Supervisors . . . . .</p> <p>(ii) Demonstrators . . . . .</p> <p>(iii) Assistant Agricultural Inspectors . . . . .</p> <p>(iv) Cane Supervisors . . . . .</p> <p>(v) Veterinary stockmen . . . . .</p> <p>(vi) Animal Husbandry Field Demonstrators . . . . .</p> <p>(vii) Vaccinators . . . . .</p> <p>(viii) Health Assistants . . . . .</p> <p>(ix) Panchayat Secretaries . . . . .</p> <p>(x) Cooperative Supervisors . . . . .</p> <p>(xi) Lekhpal/Patwari/Mandal/Talati/Karman or Meon . . . . .</p> <p>(xii) Midwives . . . . .</p> <p>(b) Block level</p>				
<p><b>A.— National Extension Service Budget.</b></p> <p>(i) Project Executive Officer . . . . .</p> <p>(ii) Deputy Project Executive Officer . . . . .</p> <p>(iii) Block Development Officer . . . . .</p> <p>(iv) Assistant Development Officer or Extension Officer (Agr.) . . . . .</p> <p>(v) Assistant Development Officer (Social Education)/Social Education Organiser . . . . .</p> <p>(vi) Assistant Development Officer/Extension Officer(Cooperatives) . . . . .</p> <p>(vii) Assistant Development Officer/Extension Officer (Panchayats) . . . . .</p> <p>(viii) Assistant Development Officer Extension Officer (Cooperatives and Panchayats) . . . . .</p> <p>(ix) Veterinary Assistant Surgeon or Extension Officer (Animal Husbandry) . . . . .</p> <p>(x) Medical Officer . . . . .</p> <p>(xi) Sanitary Inspector or Assistant Development Officer/Extension Officer(Public Health) . . . . .</p>				

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[illegible]

## 6. Size of woman—Gram Sewika's circle of operation :

Sl. No. of Circle Particulars.	1	2	3	4	5	6	7	8	9	10	11	12
(i) No. of villages in each circle												
(ii) Population of each circle												

## 7. Co-operative Institutions in the Block :

(i) Cooperative Seed Store (Nos.) . . . . .

(ii) Primary Cooperative Societies (Nos.) . . . . .

Total membership (No.) . . . . .

Total share capital (Rs.) . . . . .

Total fixed deposits (Rs.) . . . . .

Total loans advanced in 1956-57 (Rs.) . . . . .

Total loans recovered in 1956-57 (Rs.) . . . . .

Total loans overdue on 31-3-1957 (Rs.) . . . . .

(iii) Cooperative Unions (Nos.) . . . . .

Average Number of Primary Societies covered by each Union . . . . .

Total share capital of the Unions (Rs.) . . . . .

Total working capital of the Unions (Rs.) . . . . .

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## 8. Supply Line :

Please indicate the machinery for the supply of improved seeds, fertilizers, improved implements, cement and other construction material, gamaxene, D.D.T. and other pesticides, to the public or for development work. Please mark satisfactory (S) or unsatisfactory (X) condition of supply line against each item.

(i) Improved Seeds . . . . .

(ii) Green Manures seeds . . . . .

(iii) Seedlings and vegetable seeds . . . . .

(iv) Fertilizers . . . . .

(v) Improved implements . . . . .

(vi) Pesticides . . . . .

(vii) Cement . . . . .

(viii) Others (specify) . . . . .

.....

.....



9. Allotment and utilisation of funds from the date of inauguration of the Block to March 31, 1957.

(a) *Subsidies or grants-in-aid.*

Sl. No.	Date of sanction	Person or institution to whom sanctioned	Purpose	Total cost of the Project	People's contribution	amount of Subsidy or grant-in-aid	Date of disbursement.	Remarks
1	2	3	4	5	6	7	8	9



Please state in column 9 if the Project is located outside the Block or it is purely departmental scheme.

(b) *Government loans.*

Loans from N.E.S. or C.D. budget	Overdue on 31-3-56	Recovered during 1956-57	Overdue on 31-3-57
Total amount of advance			
1st year	.	.	.
2nd year	.	.	.
3rd year	.	.	.
4th year	.	.	.

NOTE.—Please add similar sheets and send a complete list of all individual projects under question No. 9.

## 10. Tools and Equipment :

Particulars	Supplied to		
	Block Head quarters	Village Level Workers	How many more needed

(a) Tools for Agricultural Demonstrations (Nos.)

1. Ploughs . . . . .			
2. Olpad Thrashers . . . . .			
3. Hand Hoe (Wheeled) . . . . .			
4. Seed Drill . . . . .			
5. Dibbler . . . . .			
6. Cultivator . . . . .			
7. Harrow . . . . .			
8. Others (Specify) . . . . .			
9. _____			
10. _____			

(b) Equipment for Plant Protection (Nos.)

1. Duster . . . . .			
2. Spray Pumps . . . . .			
3. _____			
4. _____			

(c) Animal Husbandry Equipment.

1. Castrator . . . . .			
2. G. T. V. Set . . . . .			
3. Medicine Chest . . . . .			
4. . . . .			

Items	Prescribed per Village Level Worker	Supplied to all Village Level Workers	Supplies adequate or not
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(d) Extension Literature sets (Nos.)

1. Slides . . . . .			
2. Projectors . . . . .			
3. Other audio-visual aids (specify) . . . . .			

(e) Public Health Equipment.

1. Medicine chest . . . . .			
2. First aid box . . . . .			
3. spray pump . . . . .			
4. Vaccination sets . . . . .			
5. Cino gas duster . . . . .			
6. Others (specify) . . . . .			

## ANNEXURE II

### QUESTIONNAIRE II

#### *Explanatory Notes :—*

(1) The purpose of this questionnaire is to elicit opinions of Specialists, experts and other key-men, such as Heads of Development Departments and their Deputies, Development Commissioners and their Deputies, and Commissioners together with the Members of the State Planning Board on the one hand and selected District Magistrates with the corresponding District Planning Officers, District Level Officers of the Development Departments and Members of the District Planning Committees and selected Block Development Officers and the Members of the Block Development Committees on the other, and all Members of the Central as well as the State legislatures.

(2) The replies to the questions under each subject-heading may be given on separate sheets, together with the serial number of the questions and the subject-headings, to facilitate tabulation and analysis.

(3) Such additional questions as may have a bearing on the terms of reference of the Term may be added in your discretion. The replies may be brief, precise and to the point.

(4) Please use only one side of the paper.

(5) In case your answers are type-written, please send six copies of your answers.

(6) You may answer only such questions as concern you or in which you may be interested. The number of the questions omitted may kindly be noted with the addition of the word "omitted" after that to facilitate analysis.

#### *Administrative Problems:—*

1. Is the existing administrative pattern in the Block adequate for the development work in so far as numbers, training and functioning of personnel are concerned ?

2. What adjustments, if any, do you consider necessary to improve efficiency without extra cost ?

3. What improvements can be brought about in the arrangements for giving continued technical guidance to Village Level Workers and Block Level and District Level Technical Officers ?

4. Is it a fact that some of the field-workers are overloaded with work during certain parts of the year ?

Please specify and indicate how the seasonal variations in the work-load can be removed without adding to the cost of administration.

5. Are there any workers whose duties and responsibilities have not been clearly defined ? Please name them and suggest an outline of their job description. (Please see list of items of work attached on pages 17 and 18).

6. Please check the list of items of work (attached on pages 17 and 18) that constitute the development programme at the village level in the Community Projects and National Extension Service Blocks and indicate by a tickmark against each item :—

(a) *Column 'A'*—Whether the item is done exclusively by the Gram Sewak.

(b) *Column 'B'*—Whether the item is done by the Gram Sewak as well as the departmental single purpose worker concerned existing side by side.

(c) *Column 'C'*—Whether the item is done exclusively by the departmental single purpose worker. (Please also name his designation).

(d) *Column 'D'*—Please suggest changes as to which items should be continued, added to or excluded from the functions of the Village Level Worker (Gram Sewak).

7. Do you think it is desirable to reduce the area of operation of Village Level Worker (Gram Sewak) ? If so, what is the optimum number of villages, area in square miles and population in thousands that should be included in each Village Level Worker's circle in different zones of your State ?

8. Under the optimum situation of a Gram Sewak's work-load as suggested by you :
  - (a) How many additional Gram Sewaks will be required per Block ?
  - (b) Which other workers at the village level will be required to continue alongside the Gram Sewaks ?
  - (c) What additional cost is implied ?
9. Which of the following departmental single-purpose workers exist at present in the Block alongside the Gram Sewak ? Panchayat Secretary/Cooperative Supervisor/Assistant Agricultural Inspector or Demonstrator/Cane Supervisor/Sockman/Vaccinator/Lekhpal, and other (specify).
10. Which of the above workers have been merged in the Block with the multipurpose Gram Sewak ?
11. Which of the Single-Purpose Workers attend the staff meeting at the Block Headquarters ?
12. What concrete steps would you suggest to be taken to rationalise and reduce the Gram Sewak's work load on account of paper-work ? Please enclose a copy of the scheme of rationalisation if it is already in progress.
13. Is the Block Development Officer the common channel of communication between the District Level Officers and the existing departmental single-purpose workers functioning in the Block ? Please specify the current system and suggest improvements for better coordination.
14. Does the Development Commissioner deal directly with the Block Development Officer or Project Executive Officer, or through the District Collector ?
15. Does the Departmental Head not deal directly with the District Level Officers ?
16. Are the service conditions of the Gram Sewaks in respect of pay scales, prospects of promotion and provision for residential accommodation at his village headquarters satisfactory ? Please specify and indicate whether any improvements are required in any respect.
17. Has the Block Development Officer sufficient powers regarding the character rolls, rewards and punishments etc. of all the workers at the village level working in the Block ? What powers do you consider essential for a proper functioning of all the workers ?
18. Do you feel that too much of time has to be spent by the field staff in accompanying V.I.P.s and other visitors and showing them round the Blocks ? Please suggest solution.
19. What are the other sources of waste of the Gram Sewak's time, development activities such as his own too frequent visits to Block Headquarters etc. ? What improvement can be brought about to remedy the situation ?
20. What is your opinion of the character, quality and performance of development staff of the following categories as compared with each of the preceding three years ?  
Distt. Planning Officer, Deputy Project Executive Officer/Block development Officer, Extension Officers (Agriculture, Animal Husbandry, Social Education etc), Gram Sewak and Gram Sewikas. Please explain reasons for your opinion (e.g. too young, too-inexperienced, unqualified or improving etc).
21. How does the staff of the development set-up compare with the departmental personnel at more or less the same levels ?

*Supply Line:—*

22. What is the system for the supply of improved seeds, improved manures, green manure seeds, pesticides and improved implements to the people ? What are the shortcomings in the functioning of this system and how can they be removed ?

*Programme Planning:—*

23. How is the programme of development activities determined at various levels ? Please indicate the role of non-official agencies in the same and the special measures taken to ensure that the programmes are realistic and in line with the felt needs of the people.

24. How far do you think is the existing method of fixing targets and priorities conducive to the development of local initiative? Please suggest improvements to enlist people's participation in a greater degree.

*Method of Reporting—*

25. Is the present system of reporting by Village Level Workers and Block Development Officers upon the results attained by the Community Projects and National Extension Service sufficiently indicating the achievements as against the participation? Please indicate the defects in the chain of report collecting and suggest improvements.

26. What should be the periodicity of reporting?

27. How far do you think the key indicators prescribed by the C.P.A. are realistic? Which of these do you feel cannot be used satisfactorily as key indicators? Please suggest alternative indicators.

*People's Participation—*

28. What steps are required to develop local leadership, and to tone up the link between official and non-official agencies, such as, Panchayats, Co-operatives and Vikas Mandals? What are the main shortcomings of the present links and how can they be removed?

29. What are the particular items of the programme which are designed to assist the weaker sections of the village community, especially Harijans, small farmers, landless labourers, tenants and artisans? What steps should be taken to ensure a wider coverage and participation of the village population, particularly the poor people?

*Constitution and Functions of Advisory Committees—*

30. What steps should be taken to make the District Planning Committees, the Project Advisory Committees and the Block Development Committees more representative and more effective and to secure more adequate participation of non-official members?

*General—*

31. How does the phasing of the Blocks take place in respect of selection of villages to be covered, starting as National Extension Service Blocks, conversion into Intensive Development and Post-Intensive Development Blocks, the sanction of the budget, availability of construction and development materials, availability of personnel and the introduction of the development programme by assigning priorities according to the felt-needs of the people? Please specify the short-comings in the current system of phasing and suggest improvements.

32. What should be the duties and functions of the Social Education Organiser? Does his present programme of work include them in your State?

33. What should be the programme of work among women (a) where they take part in agricultural operations and (b) where they do not?

34. What are your suggestions to improve and strengthen industries' programme in the Blocks?

35. Do you consider it practicable to cover the entire country with the National Extension Service set-up by the end of the Second Five Year Plan period?

36. What are your suggestions for changes in the budget pattern of the National Extension Service and the Intensive Development Blocks in regard to the total ceiling as well as initial distribution among various heads?

37. What changes do you recommend in the present system of division of the Block into three stages, namely, National Extension Service, Intensive Development and Post-Intensive Development? What are the shortcomings in the present system that should be removed?

38. Is the work of the various development departments in the field better or worse than before the community development work started? Please give specific observations or reasons.

39. Have the syllabuses of the educational institutions (Colleges, Universities, Technical Institutes etc.) been adequately reoriented to provide better grounding to the students to make them capable of meeting the requirements of the development situation at the time of starting their development careers or do they continue to require training from a scratch as before?

40. The Second Five Year Plan has recommended that Village Panchayats should be organically linked with popular organisations at a higher level and that by stages, determined in advance, democratic bodies should take over entire general administration and development of district or sub-division other perhaps than such functions as law and order, administration of justice and certain functions pertaining to revenue administration. How far do you agree and what will be the most efficiently phased programme for achieving the above objective? What should be the mutual relationship between different democratic bodies at the same level and their corresponding hierarchy at different levels?

41. What steps should be taken to ensure more economic and efficient coordination between:

- (i) different Ministries/Departments at the Centre;
- (ii) the Centre and the States; and
- (iii) the different agencies within the Community Development Projects Administration and other State Government Organisations and Departments?

*List of Items of Work referred to in Questions Nos. 5 and 6.*

Items of work	Gram Sewak only	Workers concerned		
		Gram Sewak plus single purpose worker (Specify the name of worker)	Single purpose worker only (please specify)	Items should continue(v), be deleted(x), be added. (specify)
	A	B	C	D
<i>Agriculture</i>				
1. Popularization of improved seeds, manures and fertilisers and agricultural implements . . . . .				
2. Field demonstrations :				
(1) Varietal . . . . .				
(2) Manurial . . . . .				
(3) Implemental . . . . .				
(4) Cultural . . . . .				
3. Irrigation schemes . . . . .				
4. Horticulture and tree plantation . . . . .				
5. Soil conservation and land reclamation :				
(1) Technical guidance . . . . .				
(2) Arrangement for loans . . . . .				
6. Plant protection :				
(1) Technical guidance . . . . .				
(2) Arrangement for supplies . . . . .				
<i>Animal Husbandry</i>				
7. Vaccination of cattle . . . . .				
8. Castration . . . . .				
9. Treatment of cattle against ordinary ailments . . . . .				
10. Development of fisheries and poultry farming :				
(1) Technical guidance . . . . .				
(2) Arrangement for supplies . . . . .				
(3) Arrangement for loans . . . . .				

Items of work	A	B	C	D
<i>Public Health</i>				
11. Distribution of medicines for ordinary ailments . . . . .				
12. Construction and improvement of drinking water wells . . . . .				
13. Vaccination . . . . .				
14. Construction of lanes, soakage pits, washing platforms and drains etc. . . . .				
<i>Social Education</i>				
15. Organisation of adult literacy classes, community centres, including libraries and reading rooms etc. . . . .				
16. Work with Bhajan Mandalis, Kirtan, Drama and Recreation etc. . . . .				
17. Small savings drive . . . . .				
18. Harijan welfare work (specify) . . . . .				
19. Cottage and small scale industries (specify) . . . . .				
<i>Community Works</i>				
20. Organisation of Shramdan for roads, tanks etc. . . . .				
21. Bridges and culverts . . . . .				
<i>Panchayat Work</i>				
22. Act as Secretary of Panchayat . . . . .				
23. Gaon Sabha and Panchayat meetings . . . . .				
24. Maintenance of records and returns of Panchayat . . . . .				
25. Collection of Panchayat taxes . . . . .				
<i>Co-operatives Work</i>				
26. Act as secretary or supervisor . . . . .				
27. Attend society meetings . . . . .				
28. Organising new societies and improving existing ones . . . . .				
29. Maintenance of records and accounts . . . . .				
30. Distribution of seeds, implements, fertilizers and loans etc. and realization of all . . . . .				
<i>Miscellaneous</i>				
31. . . . .				
32. . . . .				





[illegible]

\*If figures for the year 1956-57 are not readily available, they may be given for the year 1955-56.

3. *Area of the Block benefited by improved agricultural practices.*

Sl. No.	Name of the practice	Area covered
1	Japanese method of paddy* cultivation . . . . .	
2	U.P. method of wheat cultivation . . . . .	
3	Line sowing . . . . .	
4	Hot weather cultivation . . . . .	
5	Soil conservation practices . . . . .	
6	Ordinary field bunding . . . . .	
7	Any other practice . . . . . (specify clearly)	

4. *Additional area of the block irrigated by .*

(Acres)

- (i) Major irrigation works . . . . .
- (ii) Minor irrigation works . . . . .
- (iii) Tube wells . . . . .
- (iv) Masonry wells . . . . .



# ANNEXURE IV

## QUESTIONNAIRE IV

### *Factual and Quantitative Data about States*

#### NOTES :—

- (i) Extra sheets may be added to this form in order to furnish any additional information which may be considered significant regarding various items.
- (ii) Wherever the designation of the workers differ in different States from those given in this form, only correct designations should be given or added in the blank spaces provided and non-applicable designations should be deleted.
- (iii) Unless otherwise stated, the figures relate to totals for the State.
- (iv) Information on different subjects has been asked for on independent sheets in this pro forma to facilitate collection of the same from different Departments and consolidation in the office of Development Commissioner.

1. Name of the State.....  
 No. of villages: In NES area..... In non-NES area.....  
 Rural population : In NES area..... In non-NES area.....

2. Phasing of Blocks

Existing on 1957-58 31-3-57	To be started during			
	1958-59	1959-60	1960-61	
(1) N.E.S. Blocks				
(b) I.D./C.D. Blocks				

3. Staff position : (Totals for the State)

Particulars	Existing Nos. Nos. to be recruited						Which Budget?	
	Sanc- tioned	Filled	1957- 58	1958- 59	1959- 60	1960- 61	Pay Scale	Depart- mental or NES
I	2	3	4	5	6	7	8	9

#### A

1. Village Level Worker or Gram Sewaks (Men)
2. Village Level worker or Gram Sewikas (Women)
3. Agricultural Supervisors
4. Agricultural Demonstrators
5. Assistant Agricultural Inspectors

19. Project Executive Officer . . . . .
20. Project Executive Officer-  
cum-Sub-Divl. Officer . . . . .
21. Dy. Project Executive Officer . . . . .
22. Block Development Officer . . . . .
23. Asstt. Development Officer/  
Extension Officer (Agr.) . . . . .
24. Agriculture Officer . . . . .
25. Agriculture Inspector . . . . .
26. Asstt. Development Officer/  
Extension Officer (Social  
Education) (Men) . . . . .
27. Asstt. Dev. Officer/Extension  
Officer (Social Education)  
(Women) . . . . .
28. Social Education Organiser  
(Men) . . . . .
29. Social Education Organiser  
(Women) . . . . .
30. Asstt. Development Officer/  
Extension Officer (Animal-  
Husbandry) . . . . .
31. Animal Husbandry Officer . . . . .
32. Veterinary Asstt. Surgeon . . . . .
33. Asstt. Dev. Officer/Extension  
Officer (Panchayat) . . . . .
34. Panchayat-Inspector . . . . .
35. Asstt. Dev. Officer/Extension  
Officer (Cooperatives) . . . . .

1	2	3	4	5	6	7	8	9
36.	Cooperative Inspector	.	.	.	.	.	.	.
37.	Asstt. Dev. Officer/Extension Officer (Panchayats & Co-operatives)	.	.	.	.	.	.	.
38.	Asstt. Dev. Officer /Extension Officer (Public Health)	.	.	.	.	.	.	.
39.	Sanitary Inspector	.	.	.	.	.	.	.
40.	Medical Officer	.	.	.	.	.	.	.
41.	Health Visitor	.	.	.	.	.	.	.
42.	Engineer	.	.	.	.	.	.	.
43.	Overseer	.	.	.	.	.	.	.
44.	Sub-Deputy Inspector of Schools	.	.	.	.	.	.	.
45.	Others (Specify)	.	.	.	.	.	.	.
46.	.....	.	.	.	.	.	.	.
47.	.....	.	.	.	.	.	.	.
48.	.....	.	.	.	.	.	.	.
<b>C</b>								
49.	Additional Distt. Magistrate (Planning)	.	.	.	.	.	.	.
50.	District Planning /Project/Development Officer	.	.	.	.	.	.	.
51.	District Agriculture Officer	.	.	.	.	.	.	.
52.	District Live-stock Officer	.	.	.	.	.	.	.
53.	District Panchayat Officer.	.	.	.	.	.	.	.
54.	District Cooperative Officer	.	.	.	.	.	.	.
55.	District Inspector of Schools.	.	.	.	.	.	.	.
56.	Other Officers of Development Departments at District Level (Specify)	.	.	.	.	.	.	.
57.	.	.	.	.	.	.	.	.
58.	.	.	.	.	.	.	.	.
59.	.	.	.	.	.	.	.	.
60.	.	.	.	.	.	.	.	.



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## 4. Seed Stores (For the State as a whole)

Types of Seed Stores	Govt. Seed Stores	Cooperative seed Stores	Others (Specify)
Particulars			
(a) Nos.			
Existing : 1956-57			
Targets For			
1957-58			
1958-59			
1959-60			
1960-61			
(b) Storage Capacity			
Existing : 1956-57			
Targets For			
1957-58			
1958-59			
1959-60			
1960-61			
(c) Improved Seed Distributed (Mds.)			
Existing: 1956-57			
Targets For			
1957-58			
1958-59			
1959-60			
1960-61			



## 5. Seed Saturation through all sources in the State as a whole.

Particulars	Area Saturated (Acres)					Saturation percentage				
	1956-57	1957-58	1958-59	1959-60	1960-61	1956-57	1957-58	1958-59	1959-60	1960-61
Name of Crops										
1. . . . .										
2. . . . .										
3. . . . .										
4. . . . .										
5. . . . .										
6. . . . .										
7. . . . .										
8. . . . .										
9. . . . .										
10. . . . .										

Please give the names of crops only and indicate types of each variety in a footnote without separate figures for each. Figures for 1956-57 should refer to achievements and those for the remaining years to targets.

**6. Fertilizers, Green Manures, Pesticides and Improved Agricultural Implements distributed. (For the State as a whole).**

Particulars	Achievements	Targets				
		1956-57	1957-58	1958-59	1959-60	1960-61
Items						
(a) Fertilisers (Mds).						
(i) Ammonium Sulphate .	.	.	.	.	.	.
(ii) Super Phosphate.	.	.	.	.	.	.
(iii) Manure Mixture .	.	.	.	.	.	.
(iv) . . . . .	.	.	.	.	.	.
(v) . . . . .	.	.	.	.	.	.
(vi) . . . . .	.	.	.	.	.	.
(b) Green Manures (Mds.)						
(i) Sanai . . . . .	.	.	.	.	.	.
(ii) Dhaincha . . . . .	.	.	.	.	.	.
(iii) Moong T-1 . . . . .	.	.	.	.	.	.
(iv) . . . . .	.	.	.	.	.	.
(v) . . . . .	.	.	.	.	.	.
(vi) . . . . .	.	.	.	.	.	.
(c) Pesticides (Mds.)						
(i) D.D.T. . . . .	.	.	.	.	.	.
(ii) Gamaxene . . . . .	.	.	.	.	.	.
(iii) . . . . .	.	.	.	.	.	.
(iv) . . . . .	.	.	.	.	.	.
(d) Improved Agl. Implements Nos.						
(i) . . . . .	.	.	.	.	.	.
(ii) . . . . .	.	.	.	.	.	.
(iii) . . . . .	.	.	.	.	.	.
(iv) . . . . .	.	.	.	.	.	.
(v) . . . . .	.	.	.	.	.	.



**7. Animal Husbandry : (For the State as a whole)**

Particulars Items	Achievements 1956-57	Targets			
		1957-58	1958-59	1959-60	1960-61
(i) No. of Artificial Insemination Centres.					
(ii) Improved bulls supplied (Nos.)					
(a) Haryana					
(b)					
(c)					
(iii) Successful Inseminations effected (Nos.)					
(iv) Veterinary Hospitals started. (Nos.)					
(v) No. of cattle treated					
(a) Rinderpest					
(b) H.S.					
(c)					

N.B. Comments on significant successes, failures and difficulties should also be given.

8. *Minor Irrigation Works (For the State as a whole).*

Particulars	No. installed or constructed					Additional area irrigated (Acres)				
	Achievement		Targets			Achievement		Targets		
Items	1956-57	57-58	58-59	59-60	60-61	1956-57	57-58	58-59	59-60	60-61
(i) Tube Wells										
(ii) Masonry Wells										
(iii) Wells repaired										
(iv)										
(v)										
(vi)										

9. *Irrigation Rates* : —Please indicate in a narrative form the irrigation rates for various crops as varying from source to source and also give the basis of levy (by crops, volume, water, number of waterings etc.). Please also indicate the command area under different irrigation sources for which rates are realised, together with the areas actually benefited by water supply and those not benefited or partly benefited and whether there is any difference in rates for such categories of areas.

10. *Electricity Rates* :—Please give below in a narrative form the [electricity rates for supply in rural areas for various purposes, together with the quantity generated and the proportion consumed in rural areas for various purposes.]

11. *Cooperatives (for State as a whole)*

Particulars	Achievements		Targets			
Types of Societies	1956-57	1957-58	1958-59	1959-60	1960-61	
1	2	3	4	5	6	

(a) *Started*

- (i) Primary
- (ii) Multi-purpose
- (iii) Industrial cooperatives of artisans
- (iv) Cooperative farming
- (v) Others (specify)

(b) *Members enrolled (Nos.)*

- (i) Primary
- (ii) Multi-purpose
- (iii) Industrial cooperatives of artisans
- (iv) Cooperative farming
- (v) Others (specify)

(c) *Share Capital (Rs.)*

- (i) Primary
- (ii) Multi-purposse
- (iii) Industrial cooperatives of artisans
- (iv) Cooperative farming
- (v) Others (specify)



1	2	3	4	5	6
(d) <i>Fixed Deposits (Rs.)</i>					
(i) Primary					
(ii) Multi-purpose					
(iii) Industrial cooperatives					
of artisans					
(iv) Cooperative farming					
(v) Others (specify)					
(e) <i>Loans Advanced (Rs.)</i>					
(i) Primary					
(ii) Multi-purpose					
(iii) Industrial cooperatives					
of artisans					
(iv) Cooperative farming					
(v) Others (specify)					
(f) <i>Loans Overdue (Rs.)</i>					
(i) Primary					
(ii) Multi-purpose					
(iii) Industrial cooperatives					
of artisans					
(iv) Cooperative farming					
(v) Others (specify)					



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**Appendix 4**  
**TOUR PROGRAMME OF CP & NES TEAM**

**A—FIRST PHASE**

*Visit to Blocks and Discussions*

Sl. No.	States visited	Dates of visit	Districts	Blocks	Institutions (Training Centres, Agricultural Farms, Co-operatives, Research Institutions/Colleges, Veterinary Colleges/Centres etc. in each State)
1	2	3	4	5	6
1	MYSORE	21-2-57 to 28-2-57	Bellary	Hospet Karugodu Siruguppa Koppal Haribar Davanagere	
2	PUNJAB	30-3-57 to 4-4-57	Raichur Chitaldrug Amritsar Kangra Gurdaspur	Taran Taran Palampur Batala Dera Baba Nanak Shri Hargobindpur	1 Research Institution
3	ASSAM	11-4-57 to 17-4-57	Kamrup Khasi Hills Cachar Shillong	Rangiya Dimoria Bhoi Karimganj Ram Krishna Nagar Cachar ..	1 Training Centre, 6 Agricultural Farms, 4 Co-operatives, 6 Research Institutions, 2 Veterinary Centres.

(Contd.)

4	RAJASTHAN	18-4-57 to 23-4-57	Nagaur Bikaner Rai Singh Nagar	Maulasar Nokha Rai Singh Nagar	
5	KERALA	2-5-57 to 7-5-57	Palghat  Trichur Kottayam Trivandrum  Cochin	Palghat group of 3 blocks  Uzhavoor Neyyattinkara (3 P.I.D. blocks & one N.E.S. block)	6 Training Centres, 2 Co-operatives, 3 Research Institutions, 2 Veterinary Colleges/ Centres.
6	BOMBAY	4-6-57 to 10-6-57	Aurangabad Poona Kolhapur Bombay Baroda Morvi Rajkot Bhavnagar	Kannad Haveli ... ... Morvi ... ...	3 Training Centres, 1 Agricultural Farm, 1 Co-operative and 3 Research Institutions.
7	WEST BENGAL	12-6-57 to 14-6-57	Nadia Shantiniketan Calcutta	Fullia Bolepur ..	2 Training Centres
8	ORISSA	15-6-57 to 18-6-57	Puri Bhubaneswar Koraput	Pipli Bhubaneswar Boriguma	
9	ANDHRA	18 to 19-6-57 & 25 to 26-6-57	East Godavari  Kurnool Hyderabad	Gollapakam Ghodavaram Rajanagram Kurnool ..	2 Training Centres, 1 Agricultural Farm.

(Contd.)

10	MADRAS	20-6-57 to 24-6-57	Chingleput Thirunelvelly Madurai Coimbatore	Thiruvellur Charannahadevi Athoor Avanashi	3 Training Centres, 2 Agricultural Research Institution.
11	MADHYA PRADESH	29-6-57 to 3-7-57	Gwalior Hoshangabad Raisen Bhopal Jhansi Kanpur Varanasi Etawah	Debra Babai Obaidulla ganj ... Chirgaon Ghatampur Arazi lines Mahewa Bhagyanagar	2 Training Centres, 1 Research Institution.
12	UTTAR PRADESH	4-7-57 to 9-7-57	Patna	Noorsari Raigir Bihar Sharif	2 Training Centres, 1 Agricultural Farm & 1 Co-operative.
13	BIHAR	31-7-57 to 4-8-57	Ranchi Darbhanga Patna	Ormanghi Mandar Pusa ..	4 Training Centres, 2 Agricultural Farms, 1 Co-operative and 2 Research Institutions.

**Appendix 4 (Contd.)****B—Second Phase***Discussions with State Governments regarding draft recommendations*

Date of discussion	Name of State Government
2-9-57 . . . . .	MADRAS
4-9-57 . . . . .	KERALA
6-9-57 . . . . .	MYSORE
7-9-57 } & 8-9-57 }	ORISSA
9-9-57 . . . . .	WEST BENGAL
11-9-57 . . . . .	BIHAR
17-9-57 . . . . .	BOMBAY
18-9-57 . . . . .	ANDHRA
20-9-57 . . . . .	RAJASTHAN
21-9-57 . . . . .	PUNJAB
23-9-57 . . . . .	MADHYA PRADESH
24-9-57 . . . . .	UTTAR PRADESH
26-9-57 . . . . .	JAMMU & KASHMIR
16-10-57 . . . . .	ASSAM

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## Appendix 5

## SUMMARY OF RECOMMENDATIONS AND VIEWS EXPRESSED BY THE STATE/CENTRAL GOVERNMENTS ON THE TEAM'S RECOMMENDATIONS

- NOTES:—(1) The recommendations given in column 2 are those finalised by the Team in the light of discussions with the State Governments and Central Ministries concerned. Some of these recommendations were formulated at a later stage as a result of suggestions from various Governments and could not therefore be circulated as draft recommendations. The views expressed by the various Governments on the draft recommendations have been correlated to the final recommendations now made by the Team.
- (2) At the commencement of the recommendations for each Section, details about the nature of comments preliminary or final—received from the State Central Governments have been indicated. Where the final comments have not been received from any State Government/Central Ministry, preliminary comments offered on the draft recommendations have been tabulated.
- (3) Column 3 shows those Governments which have not made their comments available to the Team.
- (4) While agreeing to the recommendations, some State Governments/Central Ministries concerned also made some further observations or expressed some further views which have been shown in the 'Remarks' column.
- (5) Reference to Central Government means reference to the concerned Ministry in the Government of India.
- (6) The following Sections of the Report were drafted after discussions with the State Governments and Central Ministries concerned. Draft recommendations on these Sections could not, therefore, be circulated for their comments.

Section 1—Concept and Approach.

Section 4—Coordination at the Centre and between the Centre and the States.

Section 17—Some Special Programmes (Sarvodaya, Saghan Kshetra and Gramdan.)

Section 18—Measures for Economy, Efficiency and Speed.

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# STATEMENT SHOWING THE STATE GOVERNMENTS' CENTRAL MINISTRIES' VIEWS ON THE TEAM'S RECOMMENDATIONS

SECTION 2 : DEMOCRATIC DECENTRALISATION.  
(Views of all Governments referred to in columns 4 and 5 are final).

Sl. No.	Summary of Recommendations	Govts. whose comments are not available	Govts. which have accepted	Govts. which have not accepted.	Views of those in column 5	Remarks
---------	----------------------------	---	----------------------------	---------------------------------	----------------------------	---------

7

3 The Government should divest itself completely of certain duties and responsibilities and devolve them to a body which will have the entire charge of all development work within its jurisdiction, reserving to itself only the functions of guidance, supervision and higher planning.

1. Kerala
2. Mysore

1. Andhra
2. Bombay@
3. Bihar\*
4. J. & K.†
5. M.P.\*
6. Madras†
7. Orissa
8. Punjab\*
9. Rajasthan\*
10. U.P. and
11. Central Govt. (Ministry of Health)

1. Assam

1. The time for such devolution of powers has not yet arrived. What is called for is delegation of adequately wide powers rather than decentralisation.

2. W. Bengal
2. Reasons not given.

@Bombay : It may not be possible to devolve the entire responsibility for development work to any such local body until it develops necessary administrative efficiency, has necessary resources and experience. This may not be immediately feasible and will have to be done in stages.

\*Bihar, M. P., Punjab and Rajasthan: It should be tried in selected blocks in the first instance.

†J. & K. : Although decentralisation of power and authority should be the ultimate objective, yet the devolution should take place in gradual stages.

‡Madras does not favour an outright transfer of power and proposes instead a "gradualist approach" to democratic decentralisation.

*Madhya Pradesh* adds that in view of the different patterns of the local administration in the different areas of the new M.P. State, a Committee of some MLAs and some non-officials including women, is already examining the problems involved in the State and the recommendations of the CP and NES Team would be examined further on receipt of the Committee's recommendations.

- 4 At the block level, an elected self-governing institution should be set up with its jurisdiction co-extensive with a development block.

Do.

1. Andhra  
2. Bihar\*  
3. Bombay  
4. I. & K.  
5. M.P.\*  
6. Madras  
7. Orissa  
8. Punjab\*  
9. Rajasthan\*  
10. Central Govt.  
(Ministry of Health)

1. Instead of creating new institutions, Block Advisory Committees may be made more representative, with sub-Committees on different subjects and with the provision that while its advice will be binding on the B.D.O., the powers of incurring expenditure and responsibility for keeping accounts will be with the B.D.O.

\**Bihar, M.P. Punjab and Rajasthan* : Subject to the remarks against recommendation No. 3.



2. U.P.
2. Block is too small a unit to have a statutory body. The State is setting up District Councils with powers of taxation and planning and execution of programmes. In order to avoid friction between district and block levels, the functions of the panchayat samiti should be purely advisory.

3. W. Bengal 3. Reasons not given.

- 5 The panchayat samiti should be constituted by indirect elections from the village panchayats.
1. Kerala  
2. Mysore
1. Andhra \*\* 1. Assam  
2. Bihar \*  
3. Bombay  
4. J. & K.  
5. M.P.\*  
6. Madras  
7. Orissa  
8. Punjab†  
9. Rajasthan  
10. U.P. +  
and  
11. Central Govt.  
(Ministry of Health)
1. A statutory panchayat samiti is neither necessary nor desirable.
- \*\* Andhra : All presidents of panchayat boards within Block area should become *ex-officio* members of the panchayat samiti. Five eldersmen should be elected by the samiti to ensure representation to women, scheduled castes, cooperatives and social workers.
- \* Bihar and M.P. : Subject to the remarks against Recommendation No. 3.

†U.P.: The panchayat samiti may be given powers to coopt suitable persons without specifying the categories of persons to be so coopted.

†Punjab : further adds that in direct elections to panchayat samitis should be unanimous, failing which selection of members should be made by Govt. Unanimous elections will also eliminate complaints of discrimination in the utilisation of development funds. In districts where panchayat samitis are constituted, the district boards should be abolished.



- 6 Each of the municipalities lying as enclaves within the jurisdiction of a block would elect from amongst its own members one person as a member of the panchayat samiti. Secondly, State Govts. may convert predominantly rural municipalities into panchayats.

D -

- |  |              |  |   |
|--|--------------|--|---|
| 1. Andhra                              | 1. Assam     | 1. Each municipality or town committee may elect one member to the Block Advisory Committee. | **Bihar and M.P. Subject to the remarks against Recon. No. 3  |
| 2. Bihar**                             |              |  |   |
| 3. Bombay                              |              |  |   |
| 4. J. & K.                             |              |  |   |
| 5. M.P.**                              |              |  |   |
| 6. Madras†                             |              |  | †Madras : This should be an enabling provision only.  |
| 7. Orissa                              | 2. W. Bengal | 2. Reasons not stated.   |   |
| 8. Punjab*                             |              |  |   |
| 9. Rajasthan                           |              |  | *Punjab : adds that another category of members of panchayat samiti may be nominated as classes II and III with right to speak but not to vote. |
| 10. U.P., and                          |              |  |   |
| 11. Central Govt. (Ministry of Health) |              |  |   |

7 Where the extent and importance of the local cooperative organisations in a block justify a number of seats equal to 10% of the number of elected seats be filled by the representatives of directors of co-operatives, either by co-option or by election. Secondly, the samiti should have a life of 5 years and it should come into being sometime in the third year of the Second Five-Year Plan period.

1. Kerala
2. Mysore

1. Andhra
2. Bihar\*
3. Bombay
4. M.P.\*
5. Madras†
6. Orissa
7. Punjab
8. Rajasthan
9. U.P. and
10. Central Govt. (Ministry of Health)

1. Assam

1. Cooperatives may elect their representatives, as indicated to the panchayat samiti.
2. No special interest should be given any reservation in the panchayat samiti.
3. Reasons not stated.

\*M.P. and Bihar : Subject to remarks against Recommendation No. 3.

†Madras : feels that normally the cooperatives will be presented on the panchayat Samiti, but in case there is no representation; there should be provision to co-opt one Director from Cooperatives. No definite percentage should be fixed lest the basic character of the samiti as a union of the village panchayats may be lost.

8 The functions of the panchayat samiti should cover the development of agriculture in all its aspects, improvement of cattle, promotion of local industries, public health, welfare work, administration of primary schools and collection and maintenance of statistics. It should also act as an agent of the State Government in executing special schemes of development entrusted to it. Other functions should be transferred to the panchayat samiti only when they have started functioning as efficient democratic institutions.

Do.

1. Andhra†
2. Bihar\*
3. Bombay†
4. J. & K.††
5. M.P.\*
6. Madras
7. Orissa
8. Punjab
9. Rajasthan
10. U.P.\*\* and
11. Central Govt. (Ministry of Health)

1. Assam

1. The responsibility for undertaking the activities listed should remain with the respective depts. of the Govt.; the departmental officers of the block level extension agency should follow the advice of the agency.
2. Bengal

\*Bihar and M.P.: Subject to the remarks against Recom. No. 3.

\*\*U.P.: The panchayat samiti will perhaps be too small a unit to be able to discharge the number of functions suggested.

†Andhra : Provision of agricultural finance not to be entrusted to these bodies.

††J. & K. : A clear demarcation should be made in the functions of the constituent panchayats and the panchayat samiti.

††**Bombay** : Transferring of such responsibility to such body will have to be gradual and in proper stages.

- 9 The following sources of income be assigned to the panchayat samiti :
- (i) Percentage of land revenue collected within the block.
  - (ii) Cess on land revenue, etc.
  - (iii) Tax on professions, etc.
  - (iv) Surcharge of duty on transfer of immovable property.
  - (v) Rent and profit accruing from property.
  - (vi) Net proceeds of tools and leases.
  - (vii) Pilgrim tax, tax on entertainment, primary education cess, proceeds from fairs and markets.
  - (viii) Share of motor vehicles tax.
  - (ix) Voluntary public contributions.
  - (x) Grants made by the Government.

Do.

1. Andhra
2. Bihar\*
3. Bombay
4. J. & K.\*\*
5. M.P.\*
6. Madras
- (in part)
7. Orissa
8. Punjab†
9. Rajasthan
10. U.P. @
- and
11. Central Govt. (Ministry of Health).

1. Assam

1. These sources of revenue have been assigned in a modified form to the rural panchayats

2. W. Bengal

2. Reasons not stated,

3. Madras (in part)

3. Allocation of part of land revenue as assigned revenue is not agreed to. The financial allocation to local authorities of assigned revenues and grants-in-aid should be balanced against each so as to ensure that (i) inequalities of resources in relation to population should be reduced to a minimum and (ii) the representatives of the local people in every block should be made to realise that they have to shoulder the responsibility for taking unpopular decisions necessarily entailed

11. Central Govt.

(Ministry of Health).

\***Bihar & M.P.** : Subject to the remarks against Recom. No. 3.

†**Punjab** : The panchayat samiti may also be assigned taxes collected at present by Distt. boards.

@ **U.P.** : Powers of taxation should be with the Distt. Council and the panchayat samiti should be a purely advisory body. Some of the taxes assigned to panchayat samiti are already being collected and utilised by the State Govt. which together with a major share in land revenue, will deprive the State Govt. of its already scarce resources. Some of the taxes are at present being collected by small municipalities or town area committees which should not be transferred to panchayat samitis at their expense.

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\*\*3. & K.: 50% of land revenue should be divided between the panchayat samiti and the panchayats in the ratio of 25:75. Road cess should go entirely to the panchayat samiti.

in mobilising additional resources for development and that they stand to gain by avoiding unnecessary expenditure and managing their affairs as economically as possible. Thus grants-in-aid in accordance with needs must be substantially larger than the revenue assigned without relation to needs. Teams' recommendation will completely reverse this ideal situation, leading to a tendency to extravagance in the relatively richer areas accompanied by failure to make the effort needed for raising additional resources. At the same time, the poorer areas will find it impossible to provide for basic minimum needs and will also, for that reason, fail to make the necessary effort to mobilise local resources.



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10 The State Government should give to these samitis adequate grants-in-aid conditionally or unconditionally or on a matching basis with due regard to economically backward areas.

1. Kerala
2. Mysore

1. Andhra
2. Bihar\*
3. Bombay†
4. J. & K.
5. M.P.\*
6. Madras
7. Orissa
8. Punjab@
9. Rajasthan‡
10. U.P. and
11. Central Govt. (Ministry of Health)

1. Assam

1. Not applicable as the panchayat samiti scheme itself is not agreed to.

2. W. Bengal

2. Reasons not stated

\**Bihar and M.P.*: Subject to remarks against Recommendation No. 3.

†*Bombay*: Suitable grants-in-aid may be given subject to further examination of financial implications. Channelisation of all expenditure through such body may, however, be permitted only to the extent possible and when found to be conducive to efficient work.

@*Punjab*: Subject to finance permitting.

‡*Rajasthan*: In distributing funds to village panchayats, unanimity in elections and performance should find important place.



11 All Central and State funds spent in a block area should invariably be assigned to the panchayat samiti to be spent by it directly or indirectly excepting when the samiti recommends direct assistance to an institution.

Do.

1. Andhra
2. Bihar‡
3. Bombay
4. J. & K.
5. M.P.‡
6. Madras
7. Orissa
8. Punjab
9. Rajasthan
10. U.P.\* and
11. Central Govt. (Ministry of Health)

1. Assam

1. Not possible in all cases, such as grants made by the Statutory School Boards or those being made by Govt. to High School etc.

2. Reasons not stated.

‡*Bihar and M.P.*: Subject to remarks against Recommendation No. 3.

\**U.P.*: Subject to remarks against Recommendation No. 4.

1	2	3	4	5	6	7
12	The technical officers of the samiti should be under the technical control of the corresponding district level officers but under the administrative and operational control of its chief administrative officer.	1. Kerala 2. Mysore	1. Andhra† 2. Bihar‡ 3. Bombay 4. M.P.‡ 5. Madras 6. Orissa 7. Punjab 8. Rajasthan 9. Central Govt. and (Ministry of Health)	1. Assam.  2. J. & K.  3. U.P.  4. W. Bengal	1. This kind of dual control will not make for efficiency.  2. Not feasible at this stage.  3. Does not apply in view of what has been stated against Recommendation No. 4.  4. Reasons not stated	£Bihar and M.P. : Subject to remarks against Recommendation No. 3.  †Andhra : District councils should have a small sub-committee to scrutinize these budgets and the budgets passed by panchayat samiti should take effect if not modified or altered by district council within reasonable time
13	The annual budget of the samiti should be approved by the zila parishad.					Included in the draft chapter, but not numbered; hence State Govts. have offered no comments.
14	A certain amount of control should inevitably be retained by the Government, e.g., the power of superseding a panchayat samiti in public interest.	Do.	1. Andhra 2. Bihar‡ 3. Bombay† 4. J. & K. 5. Madras 6. M.P.‡ 7. Orissa 8. Punjab 9. Rajasthan and 10. Central Govt. (Ministry of Health)	1. Assam   2. U.P.  3. W. Bengal	1. Not applicable as the panchayat samiti is not agreed to.  2. Does not apply in view of what has been said against recommendation No. 4. 3. Reasons not stated.	£Bihar and M. P. : Subject to remarks against Recommendation No. 3.  †Bombay: As the S.D.O. cannot function as chairman of a number samitis in his jurisdiction, some other officer will have to perform this function.

15 The constitution of the panchayat should be purely on an elective basis with the provision for the co-option of two women members and one member each from the Scheduled Castes and Scheduled Tribes. No other special groups need be given special representation.

Do.

1. Andhra
  2. Assam
  3. Bombay@
  4. I. & K. †
  5. M.P. (in part)
  6. Madras
  7. Orissa
  8. Punjab
  9. Rajasthan\*
  10. U.P.
  11. W. Bengal and
- Central Govt.  
(Ministry  
of Health)



1. The present system of nomination of his committee by the elected Mukhiya in Bihar is more conducive to efficient working, since elections to the Mukhiya's committee may take the village factions into committee itself and interfere in the day to day work of the panchayat.

@Bombay : There should be only reserved seats for scheduled castes, scheduled tribes and women, and no cooption as suggested.

2. Madhya Pradesh (in part)
2. The present system of elections leads to factions and parties in villages. The feasibility of the family becoming the unit of representation, with one member thereof being represented in the Gram Sabha's general body, electing its own sarpanch and standing committees for different development sectors, should be examined.



16 Main resources of income of the panchayats will be property or house tax, tax on markets and vehicles, octroi or terminal tax, conservancy tax, water and lighting rate, income from cattle ponds, grants from the panchayat samiti and fees charged for the registration of animals sold, etc.

1. Kerala
2. Mysore

1. Andhra\*
2. Assam
3. Bihar
4. Bombay
5. J. & K.
7. Madras
6. M.P.\*\*
8. Orissa
9. Punjab
10. Rajasthan =
11. U.P. †
12. W. Bengal and
13. Central Govt. (Ministry of Health)

17 The village panchayats should be used as the agency for the collection of land revenue and paid a commission. For this purpose the panchayat may be graded on the basis of their performances in the administrative and development field, and only those which satisfy a certain basic minimum efficiency will be invested with this power.

Do.

1. Andhra\* . I. Assam
2. Bihar.
3. Bombay.
4. J. & K.
5. M. P.\*
6. Rajasthan.\*
7. U. P.†
8. W. Bengal and Central Govt. (Ministry of Health).

2. Madras

1. No sanctions can be taken against a panchayat failing to collect taxes. Collection charges will be more than commission earned and no saving will result. Widespread unemployment will be created if the existing manzadars are dispensed with.
2. Impracticable in the local conditions of the State. Neither it will effect any saving in the expenditure on village headmen nor will it raise the resources of village panchayats.

\* Andhra: There should be health cess also.

\*\* M.P. : These sources are no likely to promote any substantial income to panchayat ,

= Rajasthan: Taxes on a few items should be made obligatory. † U.P. Too many taxes to be avoided. Only one or two items of sizeable amount to be taxed. Particularly panchayats should not levy octroi or terminal tax

Orissa : Under examination.

\* Andhra, M.P. and Rajasthan : May be tried in a few panchayats in the first instance.

† U. P. : The objective is good but the experiment has not been altogether successful in places where it is being tried.

3. Punjab . 3. Revenue collection is beyond the capability of panchayats which cannot even collect Chullah Tax. Such regulatory functions will create difficulties in their successful functioning from practical and administrative points of view. It will be difficult for Govt. to deal with a panchayat body as compared to an individual Lambardar. The useful institution of Lambardars will have to be abolished and will create a great void. Panchayats are already getting 10% of land revenue as grants in-aid.



18 The village panchayats should be entitled to receive from the panchayat samiti a statutorily prescribed share, up to three-fourths of the net land revenue assigned to the latter.

19 Local resources now raised by the village panchayats and spent on the maintenance of watch and ward staff should, in future, be used for development purposes.

Not circulated as draft Recommendation.

Do.

20 Legislation should provide that a person who has not paid his taxes in penultimate year should be debarred from exercising his franchise in the next panchayat election and that a panchayat member should automatically cease to be such if his tax is in arrears for more than six months.

21 The budget of the village panchayat will be subject to scrutiny and approval of the panchayat samiti, chief officer of which will exercise the same power in regard to the village panchayat as the collector will in regard to the panchayat samiti. No village panchayat should, however, be superseded except by the State Government who will do so only on the recommendation of the zila parishad.

22 The compulsory duties of the village panchayats should include among others provision of water supply, sanitation, lighting, maintenance of roads, land management, collection and maintenance of records and other statistics and the welfare of backward classes. It will also act as an agent of the panchayat samiti in executing any scheme entrusted to it.

Not circulated as draft Recommendation.

1. Kerala  
2. Mysore

1. Andhra\*  
2. Bihar.  
3. Bombay  
4. J. & K.\*\*  
5. Madras.  
6. Orissa  
7. Punjab.  
8. Rajasthan.  
9. U. P.† and  
10. Central Govt.  
(Ministry of Health).

\*Andhra: Alterations or modifications in a panchayat budget by the panchayat samiti should not operate beyond a given time limit.

\*\*J. & K.: As an ultimate objective it is a good idea.

†U. P.: Depends upon the setup of the panchayat samiti.

Do.

1. Andhra  
2. Bihar\*  
3. Bombay  
4. J. & K.  
5. Orissa  
6. Punjab  
7. West Bengal†† and  
8. Central Govt.  
(Ministry of Health).

1. According to legislation in force in Assam, all the duties of village panchayats are permissible, there are no compulsory functions.

2. It is no use giving compulsory duties without adequate financial resources for carrying them out.

2. M. P.

\*Bihar: A few other functions should also be made compulsory like prevention and control of epidemics, protection and repair of buildings vested in it, fighting fire, famine, burglary, dacoity, protection and improvement of irrigation works. A large number of supplementary duties have also been enumerated.

††W. Bengal: Agreed to principle except matter relating to panchayat samit

3. Madras . 3. The State Govt. prefers the specification of functions and powers contained in para 26 of their Panchayat Union Memorandum to that set out by the Team. According to this, however, these functions should include construction, repair and maintenance of public roads and bridges etc., lighting, sanitation, provision of public latrines, opening and maintenance of burial and burning grounds, sinking and repair of wells, health, etc.

4. Rajasthan . 4. The supervision of primary schools should not be entrusted to the panchayats as they will have no personnel for this work.

5. U. P. . 5. Reasons not stated.

2. The judicial panchayat may have much larger jurisdiction than even a Gram Sewak's circle, and out of the panel suggested by village panchayats the sub-divisional or district magistrate may select persons to form judicial panchayats.

Not circulated as draft Recommendation.

24 To ensure necessary coordination between the panchayat samitis, a zila parishad should be constituted, consisting of the presidents of these samitis, M.L.As and M.Ps. representing the area and the district level officers. The collector will be its chairman and one of his officers will act as secretary.

1. Kerala
2. Mysore

1. Andhra
2. Bombay.\*
3. J. & K.
4. M. P.
5. Madras.
6. Orissa.
7. Punjab.
8. Rajasthan and
9. Central Govt. (Ministry of Health).

1. Not considered necessary to set up a new non-statutory zila parishad. The existing District/Sub-divisional Development Boards in this State can perform the function of coordination between blocks.

2. U. P.

2. In U. P. districts are smaller in size and are, therefore, convenient units of local administration.

The zila parishad should, therefore, be main organ of local self-Govt.

Instead of collector, a non-official should be the chairman of the zila parishad.

3. West Bengal. This is premature as the zila parishad is dependent on the establishment of panchayat samitis which itself has not been accepted in the present situation.

*Bihar:* Under examination.

\**Bombay:* Constitution of such zila parishads would depend upon the extent to which the panchayat samitis function effectively and can be relied upon to carry on development work. It would be more appropriate that the zila parishad should take shape after the panchayat samiti experiment has been carefully watched for a period, of, say, five years and another study Team has gone into the details of constitution, functions and relationship of the zila parishad.

25 [If this experiment of democratic decentralisation is to yield maximum results, it is necessary that all the three tiers of the scheme, viz., village panchayat, panchayat samiti and zila parishad should be started at the same time and operated simultaneously in the whole district.]

64 P.C.—4

Do.

1. Andhra.\*
2. Bombay.†
3. I. & K.
4. Madras.
5. Orissa.
6. Punjab.
7. Rajasthan.
8. U.P. and
9. Central Govt.

(Ministry of Health.)

1. Assam.

1. As the State Government do not consider either the statutory panchayat samiti or the non-statutory zila parishad necessary or advisable, they do not think it necessary to try out the experiment on the suggested lines. One successful block in each district should be selected as a model block and used for training of junior block development officers and others. Such model blocks should have hand-picked staff of all categories and adequate resources made available from the Departments.

2. West Bengal.

2. Not acceptable at present.

26 Persons elected or aspiring to be elected to local bodies should be provided with some training in administrative matters so that they are equipped with a certain minimum of knowledge of this machinery which is growing more and more complex.

\* Andhra : The experiment should extend to all the existing as well as new block areas simultaneously rather than in selected districts.

Bihar : Under examination.

† Bombay : Agreed to subject to their agreeing in principle that councils at the district level of the type envisaged deserves further study and experimentation.

Included in the draft chapter, but not numbered; hence State Governments have offered no remarks.

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27. Some of the States consider it advisable to devolve power to a local body at the district level. While the block is the optimum unit for the purpose, similar devolution to a district body may take place instead, provided that

(a) such district body is fully empowered by Statute on the same lines as the panchayat samiti, though on a correspondingly larger scale ;

(b) the appropriate funds, powers of taxation, requisite field staff, and supervisory staff at the district headquarters are made available on the same lines as for the panchayat samiti ;

(c) in the blocks selected for development programme, panchayat samitis are constituted to carry out as agents of the district body all other development activities proposed for that area by the district body, and all funds meant to be spent in the block are transferred to the panchayat samitis ;

Not circulated as draft recommendation. This recommendation will meet the comments made by the Governments who favour the creation of a body similar to panchayat samiti at district level.



(d) the district body operates directly only in non-panchayat samiti areas or in matters of inter-block and district level activities and institutions; and

(e) the district body is so constituted on a purely elected basis that the former does not become too large to be effective as an instrument for rural development.

(f) If feasible, similar arrangements can also be worked out in the alternative to devolve power to a body with a sub-division of the district for its jurisdiction.





### SECTION 3 : METHODS OF WORK : PROGRAMME PLANNING

(The views of Mysore Government alone are preliminary, while those of the rest in Columns 4 and 5 are final)

Serial No.	Summary of Recommendations	Govts. whose comments are not available	Govts. which have accepted	Govts. which have not accepted	Views of those in column No. 5	Remarks
1	2	3	4	5	6	7
28	In the planning and execution of the C.D. programme, while the States have got to lay down the broad objectives, the general pattern and the measure of financial, technical and supervisory assistance available, it is for the people's local representatives assisted by the development staff to work out and execute the details of the plan. The joint responsibility for fixation of targets should be clearly defined but inter-linked.	1. Jammu & Kashmir. 2. Kerala	1. Andhra 2. Assam 3. Bihar 4. Bombay 5. Madhya Pradesh 6. Madras. 7. Mysore 8. Orissa 9. Punjab 10. Rajasthan 11. U.P. 12. West Bengal and 13. Central Government (Ministry of Community Development).			

29 The broad distribution of the budget provisions should be prescribed by the Centre. Within this pattern each State should evolve its own schematic budget, in consultation with the Central Ministries.

Do.

30 The district and the block level local representative organisations should work out priorities and phasing within the frame-work prescribed, subject to certain guiding principles and restrictions.

Do.

31 All schemes sponsored by different departments in addition to those under the block budget, and financed out of state funds, including loans, and/or people's contributions, should be integrated with the block budget schemes at all levels and an integrated plan for the entire state should be evolved.

Do.

32 Within the block, the panchayat samiti or the block advisory committee should break the integrated plan into smaller units, e.g., Gram Sewak circles, villages and families.

Do.

*W. Bengal* considers it desirable but not practicable until the popular institutions at the village level have been equipped or trained for this kind of planning.

*Madras* recommends exception of major schemes which cannot be broken up on a territorial basis.



33 This process of plan-making and its annual revision should begin in September and end in February to enable finalisation of the plan by March.

1. Jammu & Kashmir
2. Kerala

1. Andhra\*
2. Assam\*\*
3. Bihar
4. Madhya Pradesh@
5. Madras
6. Mysore†
7. Orissa
8. Punjab
9. Rajasthan

- (1) West Bengal

(1) The two-way process is impractical, since the State budgets are framed earlier than Feb. & the plan must be ready before the State budget is prepared.

\**Andhra* suggests that the period should be June to December to avoid harvesting season in Jan.-Feb.

\*\**Assam* feels the period Sept.—Feb. is the period of field work of all officers.

@*Madhya Pradesh* agrees subject to Centre's agreement to this time-schedule.

10. Uttar Pradesh and
11. Central Government (Ministry of Community Development).
- (2) Bombay

(2) Time schedule proposed does not seem to be feasible as it will be difficult to complete all the stages indicated, according to schedule.

†*Mysore* feels this may not be practical due to various administrative difficulties. It would be enough if even the resources available for the remaining period of the Plan could be known for each block instead of annual figures.

34 The serious cause of dislocation and consequent wastage in the works has been attributed to delay in sanction of funds. Various possibilities have been suggested, viz., (i) budgetary year should commence on 1st October, (ii) work on continuing schemes should be held up for want of financial sanctions, and (iii) the sanctions should be communicated within a responsible time of passing of budget. Some of these suggestions have been examined before. In view of

Do.

1. Andhra
2. Assam
3. Bihar
4. Bombay
5. M.P.
6. Madras.
7. Mysore
8. Orissa
9. Punjab
10. Rajasthan
11. U.P.
12. W. Bengal, and
13. Central Govt. (Ministry

the importance of the matter an immediate re-examination of the problem is recommended.

- 35 All the blocks in each State should be clearly demarcated, and the sequence and the year of introduction of the block prescribed on the basis of administrative convenience.

Do.

1. Andhra
2. Assam (in part)
3. Bihar
4. Bombay
5. M.P.
6. Mysore
7. Orissa
8. Punjab
9. Rajasthan
10. U.P.
11. W. Bengal, and
12. Central Government (Ministry of Community Development.)

- (1) Assam disagrees partly.
- (2) Madras.

- (1) The sequence and opening of Blocks being determined in advance is not accepted.
- (2) Reasons not given.

- 36 The present system of dividing the community development programme into three phases of N.E.S., I.D. and P.I.D. leads to two-fold waste and frustration on account of the non-availability of resources during the N.E.S. and P.I.D. stages. This distinction should be replaced by a continuing programme of 6 years, the unspent funds of each year being carried forward to the following year within certain limits.

Do.

1. Andhra
2. Assam
3. Bihar
4. Bombay
5. M.P.
6. Madras
7. Mysore
8. Orissa
9. Rajasthan
10. U.P.
11. West Bengal and
12. Central Government (Ministry of Community Development)

- (1) Punjab

- (1) There will be no incentive to finish the work in time; necessary enthusiasm would not be created, impact of programmes would not be felt by villagers and slackers in the block staff would start making excuses, if period of the phases is increased.

The Central Government (Ministry of Community Development) agree subject to several principles of community development which already form part of the recommendations of the Team.

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\**Bombay* and *Bihar* suggest a ceiling of Rs. 12 lakhs for 5 years as an alternative.

\*\**Uttar Pradesh* adds that schematic budget should be stretched to Rs. 21 lakhs.

1. Andhra
2. Assam
3. Bihar\*
4. Bombay\*
5. M.P.
6. Madras
7. Mysore
8. Orissa
9. Punjab
10. Rajasthan
11. U.P.\*\*
12. West Bengal, and
13. Central Government (Ministry of Community Development).

37 The original budget ceiling of Rs. 15 lakhs should be restored.

In the original recommendation as referred to the States, the ceiling of expenditure for the second phase of 6 years had not been specified, although it had been suggested that considerably larger expenditure than the usual P.I.D. Block provision would be needed.

Same as for recommendation No. 36.

Punjab

1. Andhra
2. Assam
3. Bihar
4. Bombay
5. M.P.
6. Madras
7. Mysore.
8. Orissa
9. Rajasthan
10. U.P.
11. West Bengal, and

38 The first phase of six years should be followed by the second phase of six years with a budget ceiling of Rs. 5.5 lakhs.

12. Central Government (Ministry of Community Development).

39 In view of limited financial resources, shortage of technical personnel and of supervisory staff, the decision to cover the entire country with blocks during the Second Plan period should be revised and the date extended by at least three years.

- Do.
- |                     |               |  |
|---------------------|---------------|--|
| 1. Andhra           | (1) Rajasthan | (1) Reasons not given.   |
| 2. Assam            | (2) Punjab    | (2) Govt. have already given assurances in the Assembly and outside for complete coverage. Failure will result in resentment in uncovered areas. |
| 3. Bihar*           |               |  |
| 4. Bombay†          |               |  |
| 5. M.P. @           |               |  |
| 6. Madras*          |               |  |
| 7. Mysore           |               |  |
| 8. Orissa           |               |  |
| 9. U.P.*            |               |  |
| 10. West Bengal and |               |  |



11. Central Government (Ministry of Community Development). \*\*

\* Bihar, Madras and U.P. consider it essential to put in position, in the areas left uncovered by blocks, the necessary administrative frame-work, even if it be of a skeleton nature, by the end of the present Plan period.

† Bombay suggests that the rate of expansion need not be slowed down except to the extent caused by financial stringency and non-availability of properly trained personnel.

@ Madhya Pradesh adds that the staggering of the programme should not be by more than two years.

\*\* The Central Government (Ministry of Community Development) feel that an advance decision in the matter is not necessary since a postponement of the date for total coverage of the country with blocks is already inevitable, and since there is no commitment to stick to the date of the end of the present Plan period at the cost of efficiency and other relevant considerations.

Section 5 : *Administrative Pattern—Coordination within the State.*

(The views of Mysore Govt. alone are preliminary. Those of the rest in Columns 4 & 5 are final.)

Sl. No.	Summary of Recommendations	Governments whose comments are not available	Governments which have accepted	Governments which have not accepted	Views of those in Column No. 5	Remarks.
1	2	3	4	5	6	7

50. The area of operation of the Gram Sewak should be reduced and the number of Gram Sewaks per block increased to about 20 per blocks.

1. Andhra Pradesh  
2. Assam  
3. Bihar  
4. J. & K.  
5. M. P.  
6. Madras  
7. Mysore  
8. Orissa  
9. Punjab  
10. Rajasthan  
11. U. P.  
12. W. Bengal  
13. Central Govt.

In view of the financial implications and limited facilities, it may not be possible to implement this recommendation in the near future.

†Madras considers only 15 Gram Sewaks per block necessary. Each Panchayat Union (equal to 3 prescribed Gram Sewak circles) should have a team of 3 Gram Sewaks, one in Grade I and 2 in Grade II, with clearly demarcated duties. All additional expenditure beyond pooling should be borne by the Centre.

£M. P. feels that quality of performance by Gram Sewak of technical work of the departmental workers may be lowered and in any case the additional cost of the increased number of Gram Sewaks should be borne by the Central Government.

13. Central Govt. (Ministry of Community Development).

@Central Govt. (M.C.D.) agrees provided the Ministry meets only 25% of the cost of the additional 10 Gram Sewaks.

\*\* Mysore agrees subject to availability of funds.

@Punjab adds that only limited number out of the departmental workers can be absorbed as Gram Sewaks after necessary training.

\* W. Bengal agrees but considers that it is not possible because of paucity of other functions at village level.



51. The financial implications of increasing the number of Gram Sewaks should be limited by pooling the staff working in the different fields of development and assigning their duties and functions to the Gram Sewak within his reduced charge.

Do.

Do.

Do.

Do.

52. With the limited funds and scanty trained personnel available, pooling is the only effective answer to the requirements of community development programmes. With increasing resources in due course, specialised service agencies may be provided.

Do.

Do.

Do.

Do.

Do.



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53. A Gram Sewak should not be placed in charge of an area with a population exceeding 800 families or 4,000 persons. For very sparsely populated areas, the figures would be necessarily smaller.
- Kerala
1. Andhra Pradesh.
  2. Assam
  3. Bihar]
  4. Bombay\*
  5. Jammu & Kashmir.
  6. M. P.†
  7. Madras
  8. Mysore\*\*
  9. Orissa
  10. Punjab
  11. Rajasthan
  12. U. P.†
  13. W. Bengal &
  14. Central Govt. (Ministry of Community Development).
- \*Bombay : This may be treated as only an ideal to be achieved.
- †M. P. and U. P. agree subject to extra funds in the schematic budget and extra cost being made available to the State Govt. in full respectively.
- \*\*Mysore suggests a population of 5,000 per Gram Sewak.

54. All field workers at a level below the block in the departments of Agriculture, Harijan and Tribal Welfare, etc. should be merged with the Gram Sewaks, the additional cost of scheme being shared between the States and the Centre on a mutually-agreed basis.

Do.

Do.

J. K. requires further examination.

55. A closer link should be established between the Gram Sewak and the village panchayat

Do.

Do.

Central Govt. (Ministry of Community Development) will consider the question further.

immediately. As development secretary of the village panchayat, the Gram Sewak should submit his progress reports to the village panchayat at the time of each monthly meeting and the latter should forward its comments to the Block Development Officer.

56. A part from appropriate training and competent direction, reasonable attractive conditions of service and adequate incentives should be provided to the Gram Sewak in the interest of efficiency.


57. The B.D.O. should invariably consult all the extension officers before recording his remarks on the annual assessment of the Gram Sewak's work.

58. An extension officer cannot normally deal with more than 20 Gram Sewaks.

59. In future demarcations, all relevant factors, such as topography, density of population, its stage of development and communications, should be borne in mind, together with the possibility of making the block co-extensive with an existing administrative unit provided that its size does not become excessively large.



Not circulated as draft Recommendation.

I	2	3	4	5	6	7
60.	The block should have its headquarters located as centrally as existing facilities of communication would permit.	Kerala	14, Central Govt. (Ministry of Community Development)			Not circulated as draft recommendation.
61.	As far as possible, the block should be treated as administrative unit of all development departments with one unified set-up. The expenditure under community development schemes should be integrated with the normal development expenditure in the block and the budget of all development departments in the district split up block-wise.	Do.	Do.			Mysore feels that extra expenditure will be needed, while Madhya Pradesh suggests that this should be done gradually. Latter portion not circulated as draft recommendation.
62.	Coordination of the extension officers' work through the B. D. O. as captain of the team is essential without centralisation or erection of 'road blocks' between the E. Os and their departmental superiors at the district level.	Do.	Do.			

63. In the interest of effective coordinations the district collector should invariably consult members of his team at the district level at the time of recording his annual observations on the work of the B. D.O.

Do.

1. Andhra Pradesh
2. Assam
3. Bihar
4. Bombay
5. M. P.
6. Madras
7. Mysore
8. Orissa
9. Punjab
10. Rajasthan
11. U. P.
12. W. Bengal and
13. Central Govt. (Ministry of Community Development)

64. The block development officer should invariably hold a gazetted rank and should be the drawing and disbursing officer in respect of all the block area budgets of all the development departments.

Do.

1. Andhra Pradesh
2. Assam
3. Bihar
4. Bombay†
5. J. & K.
6. M. P.\*
7. Madras.\*\*
8. Mysore
9. Orissa
10. Punjab
11. Rajasthan
12. U. P.
13. W. Bengal and
14. Central Govt. (Ministry of Community Development).

J. & K: This recommendation is not applicable since there are no district level officers in the State.

\**Madhya Pradesh* would submit the drawing and disbursing powers to specific programmes and allotments entrusted to him.

\*\**Madras* agrees to make him a gazetted officer only when its Tehsildars have been graded to the gazetted rank.

†*Bombay* feels that for some of the items the powers may not be possible.

Not circulated as draft Recommendation.

65. At the block level, the staffing pattern of the government departments and the staffing pattern of local bodies should not overlap functionally.

\* Assam agrees subject to availability of funds. \*\* J. & K.: Only one overseer is provided. Central Govt. (Ministry of Community Development) agrees in principle, but says there is paucity of funds in the block budget and of suitable staff.

It may not be possible to expect the block overseer to be responsible for normal P.W.D. work also, even by pooling of all the available staff.

Bombay

1. Andhra Pradesh.

2. Assam.\*

3. Bihar.

4. J. & K.\*\*

5. M. P.

6. Madras.

7. Mysore.

8. Orissa.

9. Punjab.

10. Rajasthan.

11. U. P.

12. W. Bengal &

13. Central Govt. (Ministry of Community Development).

Kerala

66. The staff dealing with the works programme relating to irrigation, housing and communications etc. borne on the community development budget should be treated as a net addition to the cadres of the Irrigation and P. W. Departments which can then redistribute their jurisdictions in units of complete blocks.

Not circulated as draft Recommendation.

67. The junior administrative cadre should be enlarged to include all block development officers to ensure that at least 75% of this cadre is recruited directly by open competitive examination and should provide that 25% of the cadre can be filled by promotion from various junior cadres such

as officers of the cooperative, panchayat and revenue departments and the Social Education Organisers' cadre wherever it is not merged in any education department cadre.

68 Officers recruited directly to the Revenue Deptt. from the open market should be posted as block development officers after initial training and before they have spent more than two or three years in the department.

69 In certain States the revenue officer, known as tehsildar or mamlatdar is also the Block Development Officer. This arrangement seems to have serious drawbacks, viz., the block is too large, the officer over-worked and the officers as recruited at present unsuitable for development work. These defects should be removed if the two functions are to be combined in one functionary.

The block should not have more than 20 circles, each circle not exceeding 4000 population.

In the early stage of community development the compulsory revenue power of such an officer should be transferred to the sub-division or prant officers.



Not circulated as draft recommendation.

Not circulated as draft Recommendation.

70 The combination of development activities with revenue activities below the block level is definitely injurious. The talati or the village accountant may work as joint secretary of the village panchayat without any development functions; the Gram Sewak as development secretary without revenue functions and office work.

Do.

1. Assam.
2. Bihar.
3. Madras.\*
4. Mysore.\*\*
5. Orissa.
6. Rajasthan.
7. U.P. and
8. W. Bengal.

(1) Punjab.

(1) The work will become too heavy for the Patwaris in blocks where consolidation of holdings has not taken place.

- (2) Not at all possible.
- (3) It does not seem to be practicable at present to entrust the clerical and accounts work of the panchayats to Patwaris.

- (2) Andhra.
- (3) M. P.

Assam, Bombay, J. & K. and Central Govt. (Min. of C.D.) will examine further.

\*Madras agrees in principle subject to the implementation being done in two stages, suitably phased as specified.

\*\*Mysore agrees but feels that the Shanbhog and Patel may be fully associated with the activities of the Gram Sewaks instead of the Village Accountant.

71 The most useful arrangement for associating the S.D.O. with development work would be to give him supervisory control over the block development officers under him and to delegate to him some of the powers now vested exclusively in the collector. The sub-divisional officer should be able to concentrate on the human and organisational aspects of the programme including arrangement for supplies and equipment.

Do.

1. Andhra.
2. Assam.
3. Bihar.
4. Bombay.
5. M. P.
6. Madras.
7. Mysore.
8. Orissa.
9. Punjab.\*
10. Rajasthan.
11. U. P.
12. W. Bengal and
13. Central Govt. (Ministry of Community Development)

\*Punjab feels this is possible only where officers superior to inspector level of the various development depts. are provided at Sub-Divisional level.

J. & K.: There are no S.D.Os. in the State. The recommendation is inapplicable.



72 At the district level, the collector should be the captain of the team of officers of all development departments for securing necessary coordination and cooperation.

Do.

Do.

73 Wherever the collector is not empowered to make the annual assessment of the work of the departmental officers in regard to their cooperation with other departments, their speed in work, their dealings with the people and their reputation for integrity, he should be invested with such powers.

Do.

Do.

74 The collector would be provided with a whole time additional collector to relieve him of the general administrative duties so that he can himself, as far as possible, function and be designated as the district development officer. The actual distribution of work should be left to the collector himself.

Do.

1. Assam. 2. Bihar. 3. Bombay. 4. M. P. \* 5. Madras. \*\* 6. Mysore. \*\* 7. Orissa. 8. Punjab. 9. Rajasthan. 10. U. P. 11. W. Bengal and 12. Central Govt. (Ministry of Community Development)

Andhra. Pradesh

[Not at all necessary.]

75 In all matters requiring co-ordinated action by more than one department, the collector should receive copies of all important communications.

Do.

1. Andhra. Pradesh. 2. Assam. 3. Bihar. 4. Bombay. 5. M. P.

J. & K. ■

We should wait for 10 years.

J. & K.: There are no district level officers in the State. The recommendation is inoperative.


Do.

J. & K.: No district level officers in the State. Question does not arise.

\*M. P. adds that this may be necessary only in big districts.

\*\*Mysore agrees but considers demarcation of functions necessary.



1	2	3	4	5	6	7
76	The collector should also be asked to forward his comments on the annual report of each district development department and will, no doubt, utilise this material for the compilation of the annual administration report of the district on community development.	Do.	<p>7. Mysore. 8. Orissa. 9. Punjab. 10. Rajasthan. 11. U. P. 12. W. Bengal and 13. Central Govt. (Ministry of Community Development)</p> <p>1. Andhra Pradesh. 2. Assam. 3. Bihar. 4. Bombay. 5. I. &amp; K. M. P. 6. Madras. 7. Mysore. 8. Orissa. 9. Punjab. 10. Rajasthan. 11. U. P. 12. W. Bengal and 13. Central Govt. (Ministry of Community Development)</p>	 <p>Andhra Pradesh</p>	This is unnecessary.	Assam : This may not be possible as the headquarters of the Commissioners do not
77	Wherever the system of commissioners operates, the commissioner should also	Do.	<p>1. Assam. 2. Bihar. 3. Bombay.</p>	Andhra Pradesh		

function as a coordinating officer on lines similar to those suggested for the collector.

4. J. & K.
5. M. P.
6. Madras.
7. Mysore.
8. Orissa.
9. Punjab.
10. Rajasthan.
11. U. P.
12. W. Bengal and
13. Central Govt. (Ministry of Community Development)

coincide with those of the Regional Officers.  
Punjab : Do.

Madras : Do.  
It should be made optional for departments to decide whether regional intermediaries are required or not.

78 The regional officers should be delegated the maximum powers and responsibility and only the more important matters should be decided at the state headquarters.

79 So far as community development work is concerned, inspections have to be more thorough and thereby more fruitful than they now generally are. This will lead to several advantages as quoted by us.

80 Copies of progress reports submitted by the heads of departments to Government should be endorsed to development commissioner, who should prepare a quarterly review for the State as a

Do.

Kerala.

1. Andhra J. & K.
2. Pradesh.
3. Assam.
4. Bihar.
5. Bombay.
6. Madras.


It does not conform with the administrative pattern in the State. The Recommendation is inapplicable.

Mysore adds that all the progress reports need not be sent to Development Commissioner. The review prepared by the Secretaries to Govt. might be considered a the State Coordination Committee.



Not circulated as draft Recommendation.

Do.

1	2	3	4	5	6	7
81	A coordination board consisting of heads and secretaries of all development departments as members and the development commissioner as the chairman, should be constituted in the states in which it does not exist. It should meet periodically to review progress, resolve difficulties and decide the details of ensuing month's programme. This board should not be merely advisory. Its suggestions and recommendations should be circulated in extracts for compliance by the field staff.	Do.	<p>7. Mysore. 8. Orissa. 9. Punjab. 10. Rajasthan. 11. U. P. 12. W. Bengal. and 13. Central Govt. (Ministry of Community Development)</p>	<p>Andhra Pradesh Bombay</p> 	<p>The present arrangement of having a separate Committee of the Secretaries and another Committee of the Heads of Departments is sufficient and establishment of a separate Coordination Board as suggested does not seem necessary.</p>	

Not circulated as draft Recommendation.

81 A coordination board consisting of heads and secretaries of all development departments as members and the development commissioner as the chairman, should be constituted in the states in which it does not exist. It should meet periodically to review progress, resolve difficulties and decide the details of ensuing month's programme. This board should not be merely advisory. Its suggestions and recommendations should be circulated in extracts for compliance by the field staff.

82 Wherever the chief secretary is also *ex-officio* development commissioner, he should either be relieved of a large volume of his normal work of general administration or should be assisted by an

additional development commissioner of high seniority in the cadre, who can also be designated *ex-officio* additional chief secretary.

- 83 In the interest of maximum possible coordination, the development commissioner should also be the planning secretary.

Do.

1. Andhra Pradesh.
2. Assam.
3. Bihar.
4. Bombay.
5. J. & K.
6. M. P.
7. Madras.
8. Mysore.
9. Orissa.
10. Punjab.
11. Rajasthan.
12. U.P.
13. W. Bengal and
14. Central Government (Ministry of Community Development)

Do.

- 84 The development department, as a coordinating department functions most effectively under the Chief Minister, who may, where necessary, be assisted by a Minister mainly concerned with planning and coordination.

Orissa : Under examination.

1. Andhra Pradesh.
2. Assam.
3. Bihar.
4. Bombay.
5. J. & K.
6. M. P.
7. Madras.
8. Mysore.
9. Punjab.
10. Rajasthan.
11. U.P.
12. West Bengal and
13. Central Govt. (Ministry of Community Development)

# SECTION 6.—Peoples' Participation in Community Works.

(The views of the State Governments of Andhra Pradesh, Bihar, Bombay & West Bengal are preliminary while those of the rest are final)

Serial No.	Summary of Recommendations	Govts. whose comments are not available	Govts. which have accepted	Govts. which have not accepted	Views of those in column No. 5	Remarks.
1	2	3	4	5	6	7
85	A uniform and realistic method of assessment of public contribution in community works should be to calculate the value of labour and material on the basis of P.W.D. rates.	1. Kerala. 2. Madras. 3. Mysore.	1. Andhra Pradesh. 2. Assam. 3. Bihar 4. I. & K. 5. M. P.* 6. Punjab. 7. Rajasthan 8. U. P.** 9. West Bengal and 10. Central Govt. (Ministry of Community Development)	Bombay.	Once it is accepted that P.W.D. rates should be applied, it would be administratively convenient to value the total work and deduct the grants-in-aid given to find out the people's contribution. Any other method would lead to administrative difficulties without any advantage.	* M. P.: For the assessment of people's contribution in community works, contractor's profit and Govt. share of expenditure should be deducted from the total cost of the work.  **U. P.: Cost of land and buildings, transport facilities, technical labour should also be taken into account for calculating the value of people's contribution.
86	Financial contributions made by local bodies should be included in the total value of people's participation, but any part of government grant must be excluded.	Do.	1. Andhra Pradesh 2. Assam. 3. Bihar. 4. Bombay. 5. I. & K. 6. M. P. 7. Orissa. 8. Punjab. 9. Rajasthan. 10. U. P.*			*U. P.: An additional criterion should be the number of people participating. A definite weightage for number of people participating as distinct from value of such participation is necessary.

11. W. Bengal  
and  
12. Central Govt.  
(Ministry of  
Community  
Development)

Do.

87 Public participation in community works should be organised through statutory representative bodies which should also take over the maintenance of these works.

1. Andhra Pradesh  
2. Assam.  
3. Bihar.  
4. Bombay.  
5. I. & K.\*  
6. M. P.  
7. Orissa.  
8. Punjab.  
9. Rajasthan.  
10. U. P.  
11. W. Bengal and  
12. Central Govt. (Ministry of Community Development.)

\* J. & K.: Very few such non-official organisations exist in this State.



SECTION 7 : *Work among Women and Children.*

(Views of Andhra Pradesh, Bihar and West Bengal are preliminary, while those of the remaining States in Cols. 4 & 5 are final.)

Sl. No.	Summary of Recommendations.	Govts. whose comments are not available	Govts. which have accepted.	Govts. which have not accepted	Views of those in column No. 5	Remarks
1	2	3	4	5	6	7
88	The work of women welfare should be directed from one point alone and one general policy adopted and followed. (b) Complete responsibility needs to be vested with the States, the Centre functioning as the advisory, coordinating and financing agency.	1. Bombay. 2. I. & K. L. 3. Kerala. 4. Madras. 5. Mysore. 6. Central Govt. (Ministry of Food & Agriculture). 7. Punjab. 8. U.P. 1 9. West Bengal and Central Govt. (Ministry of Community Development)	1. Andhra Pradesh. 2. Assam. 3. Bihar. 4. M.P. 5. Orissa. 6. Punjab. 7. Rajasthan. 8. U.P. 1 9. West Bengal and Central Govt. (Ministry of Community Development)			Part (b) not circulated as draft Recommendation.
89	Suitable smokeless chulhas need to be designed for different areas instead of one type all over the country. (Except item 6)	Do.	1. Andhra Pradesh. 2. Assam. 3. Bihar. 4. M.P. 5. Orissa. 6. Punjab. 7. Rajasthan. 8. U.P. 9. West Benga			

90 Training centres of Gram Sewikas should stress less on theory of sanitation than on its actual practices, personal and environmental cleanliness being drilled in their daily lives at the centres.

Do.

1. Andhra Pradesh.
2. Assam.
3. Bihar.
4. M.P.
5. Orissa.
6. Punjab.
7. Rajasthan.
8. U.P.
9. West Bengal.

91 The care of the cow, the kitchen garden and poultry keeping which constitute the most effective welfare work for the rural women should receive the primary attention of women workers in the villages.

Do.

1. Andhra Pradesh
2. Assam.
3. Bihar.
4. M.P.
5. Orissa.
6. Punjab.
7. Rajasthan.
8. U.P.
9. W. Bengal & Central Govt.
10. (Ministry of Community Development)

Do.

92 Knitting, embroidery and tailoring have little economic value excepting in villages near large cities. Training in elementary use of thread and needle is necessary so that women can mend clothes for the family.

Do.

1. Andhra Pradesh.
2. Assam.
3. Bihar.
4. M.P.

93 In villages which surround large towns and cities, cookery classes can be started with profit.





I	2	3	4	5	6	7
---	---	---	---	---	---	---

5. Orissa
6. Punjab
7. Rajasthan
8. U.P.
9. W. Bengal

- 94 A satisfactory programme for child welfare limited to a few lines only needs to be evolved for a few selected areas in the first instance.
1. Bombay
  2. J. & K.
  3. Kerala
  4. Madras
  5. Mysore and
  6. Central Govt. (Ministry of Food and Agri- culture.)

1. Andhra Pradesh
2. Assam
3. Bihar
4. M.P.
5. Orissa
6. Punjab
7. Rajasthan
8. U.P.
9. W. Bengal

- 95 Gram Sewikas should be recruited from amongst matriculate teachers working in rural or semi-rural areas.

Not circulated as draft Recommendation.

- 96 Woman S.E.O. should give place to Mukhya Sewika selected from amongst the Gram Sewikas on the basis of merit.

Do.

Do.

Do.

Do.

Do.



97 Some posts of craft instructresses should be abolished and others integrated with the staffing pattern for rural industry.

98 The staff appointed for welfare programme among women & children should be made permanent.

99 The welfare programme should be planned and carried out in phases of six years and need not be subdivided into N.E.S. /C.D. stages.

100 The existing projects of C.S. W.B. should be transferred to state Governments which should arrange for their administration and supervision either through departmental agencies or through local statutory bodies.

# SECTION 8 : Work in Tribal Areas.

(The views of the State Governments of Orissa, Bihar, W. Bengal, Rajasthan and Bombay are preliminary, while those of the rest are final)

Sl. No.	Summary of Recommendations	Govts. whose comments are not available	Govts. which have accepted	Govts. which have not accepted	Views of those in column No. 5	Remarks
1	2	3	4	5	6	7
101	The budget for development work in tribal areas should be for 6 years as in the case of blocks in other areas.	1. I. & K. 2. Kerala 3. Madras 4. Mysore 5. U.P.	1. Andhra * 2. Assam 3. Bihar 4. Bombay 5. M.P. 6. Orissa 7. Punjab@ 8. Rajasthan and 9. Central Govt. (Ministry of Home Affairs).			W. Bengal : Not applicable.  * Andhra Pradesh : Existing period of 5 years seems to be sufficient. @ Punjab : Areas of Lahaul and Spiti should be treated as an exception and future blocks may be allotted to such areas on the basis of area and geographical factors and not on population.
102	While demarcating the blocks, a complete number of such blocks might be integrated into a block of normal size at some future date.					Not circulated as a draft Recommendation.
103	A thorough survey and study should be carried out before a detailed budget of a block is drawn up.	Do.	1. Andhra 2. Assam 3. Bihar 4. Bombay 5. M.P.			W. Bengal : Not applicable.

6. Orissa  
7. Punjab  
8. Rajasthan  
and  
9. Central Govt.  
(Ministry of  
Home  
Affairs)

Do.

Do.

Do.

104 Right type of personnel with sympathy and understanding for the tribal people should be selected, preferably local people.

Do.

Do.

Do.

105 The recruited personnel should acquire knowledge of the dialect, customs and ways of life of the people among whom they work.

Not circulated as a draft Recommendation.

Do.

106 The community development staff in the tribal areas should work in an atmosphere and in a manner consonant with the tribal traditions.

Do.

107 Since scope for agriculture development is limited, improvement should be confined to a few measures.

1. Andhra  
2. Pradesh  
3. Assam  
4. Bihar  
5. Bombay  
6. M.P.  
7. Orissa  
8. Punjab  
9. Rajasthan  
10. W. Bengal  
and  
Central Govt.  
(Ministry of  
Home  
Affairs)



7

6

5

4

3

2

1

108 Efforts should be made to induce the people in tribal areas to take up settled cultivation wherever possible.

1. J. & K.
2. Kerala
3. Madras
4. Mysore
5. U. P.

1. Andhra Pradesh
2. Assam\*
3. Bihar
4. Bombay
5. M.P.
6. Orissa
7. Rajasthan and
8. Central Government (Ministry of Home Affairs)

W. Bengal & Punjab : Not applicable.

\*Assam : The topography of the hill tribal areas is such that *jhumed* cultivation cannot altogether be abandoned in preference to settled cultivation; but where there is dearth of *jhumed* land, they should be encouraged to take up settled cultivation.

109 Subsidies for housing should be provided to further the cause of settled cultivation.

Do.

Punjab : Not applicable as there is no shifting cultivation in the State.



1. Andhra Pradesh
2. Assam
3. Bihar
4. Bombay
5. M.P.
6. Orissa
7. Rajasthan
8. W. Bengal and
9. Central Government (Ministry of Home Affairs)

110 Growing of legumes may be taken up during fallow period for restoring the soil fertility of *jhumed* land.

Do.

\*Bombay : Where physically possible.

8. Rajasthan  
9. West Bengal  
and  
10. Central Govt.  
(Ministry of  
Home Affairs)

111 A careful attempt should be made to introduce new crops, especially cash crops.

112 Steps should be taken by the Government for directly supplying the necessary agricultural credit in these areas.

Do.

1. Andhra Pradesh  
2. Assam  
3. Bihar\*  
4. Bombay  
5. M.P.@  
6. Orissa  
7. Punjab  
8. Rajasthan†  
9. West Bengal and  
10. Central Govt.  
(Ministry of Home Affairs)



113 Works programme like irrigation, reclamation, communications and soil conservation will provide some employment to the adivasis who are mostly unemployed or underemployed.

Do.

1. Assam  
2. Bihar  
3. Bombay  
4. M. P.  
5. Orissa  
6. Punjab  
7. Rajasthan  
and  
8. Central Govt.  
(Ministry of Home Affairs)

Andhra Pradesh

The tribal people are not keen on working even on payment of adequate wages.

Not circulated as a draft Recommendation.

\*Bihar : Attempts should simultaneously be made to create cooperative mindedness in these areas which is a prerequisite.

@M.P.: The details will require further examination.

†Rajasthan : To enable tribal people to get rid of old debts, provisions should be made in multi-purpose blocks for advancing loans to them at a reasonable rate of interest for paying their old debts through Govt. agency.

W. Bengal : Not applicable.

7

6

5

4

3

2

1

114 Organisation of labour co-operatives of working forest coups and collecting minor forest produce will better the economic conditions of adivasis.

1. J. & K.  
2. Kerala  
3. Madras  
4. Mysore  
5. U. P.

1. Assam  
2. Bihar  
3. Bombay  
4. M. P.  
5. Orissa  
6. Rajasthan  
7. Central Govt.  
(Ministry of Home Affairs)

(1) Andhra Pradesh.  
(2) W. Bengal. (2) Not feasible in this State.

(1) Not applicable in view of the comments offered against recommendation No. 113.  
(2) Not feasible in this State.

115 Training centres for rural arts and crafts should be started with necessary modifications to suit local conditions, indigenous talent and raw materials available in the area.

Do.

1. Andhra Pradesh  
2. Assam  
3. Bihar  
4. Bombay  
5. M. P.  
6. Orissa  
7. Punjab  
8. Rajasthan  
9. W. Bengal  
and  
10. Central Govt.  
(Ministry of Home Affairs)

116 In the community development blocks, the existing bridle paths and approach roads should be improved, small bridges and culverts constructed, high priority being given to the development of communications.

Do.

1. Andhra Pradesh  
2. Assam  
3. Bihar  
4. Bombay  
5. M. P.  
6. Orissa  
7. Punjab  
8. Rajasthan  
9. W. Bengal  
and

10. Central  
Govt. (Mi-  
nistry of  
Home  
Affairs)

117 The system of education should be of the basic type, so that the gulf between the educated and the uneducated may be as narrow as possible.

Do.

1. Andhra Pradesh
2. Assam
3. Bihar
4. Bombay\*
5. M. P.\*\*
6. Orissa\*\*
7. Punjab
8. Rajasthan
9. W. Bengal and
10. Central Govt. (Ministry of Home Affairs)

\*1. *Bombay* : Needs further examination.

\*\*2. *Orissa* : One difficulty is that the most of the districts have no script of their own.

118 As regards people's participation, the matching contribution should be reduced below the level normally prevalent in non-tribal areas.

Do.

1. Andhra Pradesh
2. Assam
3. Bihar
4. Bombay
5. M. P.
6. Orissa
7. Punjab
8. Rajasthan
9. W. Bengal and
10. Central Govt. (Ministry of Home Affairs)





**SECTION 9 : SURVEYS, EVALUATION AND METHODS OF REPORTING**  
(Views of Mysore Government alone are preliminary, while those of the rest in Cols. 4 and 5 are final.)

Summary of Recommendations		Govts. whose comments are not available	Govts. which have accepted	Govts. which have not accepted	Views of those in Column No. 5	REMARKS
1	2	3	4	5	6	7
119	(a) For a coordinated approach in reporting, the revenue set-up, the planning set-up and the statistical department should, as far as possible, work as a unified agency.	1. Kerala 2. Jammu and Kashmir	1. Andhra Pradesh 2. Assam 3. Bihar 4. Bombay 5. Madhya Pradesh* 6. Madras 7. Mysore 8. Orissa 9. Punjab 10. Rajasthan 11. Uttar Pradesh 12. West Bengal and 13. Central Govt. (Ministry of Community Development).			* <i>Madhya Pradesh</i> agrees in principle but foresees the necessity of administrative changes in respect of jurisdiction and functioning of the various reporting agencies.

(b) For certain information the local school master's services can be utilised on a small additional remuneration.

(b) Not circulated as a draft recommendation.

The Gram Sewak, block level extension officers as well as the Block Development Officer should maintain a hand book-cum-pocket diary to enable the district level officers to watch the progress of work.

Do.

1. Andhra Pradesh
2. Assam
3. Bihar
4. Bombay \*
5. Madhya Pradesh@
6. Madras
7. Mysore
8. Orissa
9. Punjab
10. Rajasthan
11. U. P.
12. West Bengal† and
13. Central Govt.

(Ministry of Community Development).

121 A progress assistant should be provided at the block level, wherever this has not been done already, for co-ordinating statistical work of all branches and looking after crop-cutting surveys and special studies.

Do.

1. Andhra Pradesh
2. Assam
3. Bihar
4. Bombay
5. M. P.
6. Madras
7. Orissa\*
8. Punjab
9. Rajasthan
10. West Bengal and
11. Central Govt.

(Ministry of Community Development).

\*Bombay: Certain modification would be necessary to suit local conditions.

@Madhya Pradesh:— Subject to remarks against recommendation No. 119.

†West Bengal: Considers the Hand book-cum-Pocket Diary in the Appendix too elaborate and fixation of monthly target of budget provision and peoples' contribution to be impracticable.

Mysore requires further examination.

\*Orissa: Subject to the availability of funds.

There is no necessity for a progress assistant in every block nor are funds available for the purpose.

1	2	3	4	5	6	7
122	At the district level, a district statistical officer should function under the technical control of the Director of Economics and Statistics and the administrative control of the collector.	1. Kerala 2. Jammu and Kashmir	1. Andhra Pradesh 2. Assam 3. Bihar 4. Bombay* 5. M. P. 6. Madras 7. Mysore† 8. Orissa* 9. Punjab 10. Rajasthan 11. U. P. 12. West Bengal and 13. Central Govt. (Ministry of Community Development).			*Orissa and Bombay agree subject to availability of funds and trained personnel respectively.  † Assam agrees in principle.
123	At the State headquarters a statistical unit should be set up if not already in existence.	Do.	1. Andhra Pradesh* 2. Assam 3. Bihar 4. Bombay 5. M. P. 6. Madras 7. Mysore 8. Orissa 9. Punjab 10. Rajasthan 11. U. P. 12. West Bengal and 13. Central Government (Ministry of Community Development).			*Andhra : A separate organisation for evaluation as P. E. O. in the centre may also be created in the States Statistical Bureaus.

**Recommendation** completely modified in the light of comments from Govts.

Not circulated as draft Recommendation.

*Mysore* : Under examination.

*Central Govt.* (Ministry of Community Development): This is for State Govts. to decide.



1. Andhra
2. Pradesh
3. Bihar
4. Bombay
5. M. P.
6. Madras
7. Orissa
8. Punjab
9. Rajasthan
10. U. P.
11. W. Bengal
1. Andhra
2. Pradesh
3. Bombay
4. Bihar
5. M. P.
6. Madras
7. Mysore
8. Orissa
9. Punjab
10. Rajasthan
11. U. P.
12. W. Bengal and
13. Central Government (Ministry of Community Development).

Do.

Do.

124 The work relating to tabulation and analysis should be done at the State headquarters and consolidated figures supplied to all concerned.

125 Reports for all the blocks need not come to the Centre. The P. E. O.s and other interested may specifically ask for the same.

126 Progress reports, wherever they are too many, should be rationalised and replaced by a few comprehensive and coordinated reports.]

127 The procedure of preparation of the reports to various authorities from the Gram Sewak right upto the Development Commissioner should be as indicated in paras 8-10.

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- 128 The emphasis in the analytical as well as the statistical reports should not be merely on the starting of activities, but also on their maintenance, growth and quality.
- 129 A critical analysis of the weak and the strong points and recommendations as to improvements and new methods should be made by each worker once a year.
1. Kerala  
2. Jammu and Kashmir  
3. Bihar  
4. Bombay  
5. M. P.  
6. Madras  
7. Mysore  
8. Orissa  
9. Punjab  
10. Rajasthan  
11. U. P.  
12. W. Bengal and  
13. Central Government (Ministry of Community Development).

Do. Do.

- 130 A seasonal review of the different activities at the close of each season should be made by each worker in respect of various items of a seasonal nature.

- 131 The quarterly reports of the Gram Sewaks, together with charts and diagrams of some significant items of activity, should be displayed on the notice boards of the village panchayat and at the information centre, at the block head-
1. Andhra  
2. Pradesh  
3. Assam  
4. Bihar  
5. Bombay  
6. M. P.  
7. Madras  
8. Mysore

quarters, and later at the pan-chayat samiti office.

132 In addition to statistics, analytical portion should also be used for setting out significant features and conclusions for evolving suitable progress indicators which will form part of the quarterly analysis.

(Do.

8. Orissa
9. Punjab
10. Rajasthan
11. U. P.
12. W. Bengal and
13. Central Government (Ministry of Community Development)

1. Andhra Pradesh
2. Assam
3. Bihar
4. M. P.
5. Madras
6. Mysore
7. Orissa
8. Punjab
9. Rajasthan
10. U. P.
11. W. Bengal

Bombay: Needs further examination.

133 Composite indices for each sector of activity should also be worked out at different levels so as to reflect the progress of each programme as a whole at each level on a comparable basis.

134 The States can profitably organise evaluation either of the programme as a whole or certain aspects of the programme; *ad hoc* bodies may be set up for the purpose.

135 Special studies in community development and its effect are commended for higher educational institutions.

Not circulated as draft Recommendation.

Not circulated as draft Recommendation.

Not circulated as draft Recommendation.



# SECTION 10: TRAINING OF PERSONNEL

(Views of Mysore Government alone are preliminary, while those of the rest in columns 4 and 5 are final.)

Serial No.	Summary of Recommendations	Governments whose comments are not available	Governments which have accepted	Governments which have not accepted	Views of those in column No. 5	Remarks
1	2	3	4	5	6	7
136	Age limits for direct recruits as Gram Sewak should be 18 to 30 years. The departmental candidates should be taken purely on the basis of merit and the age limit relaxed upto 40 years.	Kerala	1. Andhra Pradesh 2. Assam 3. Bihar 4. Bombay 5. J. & K. † 6. M. P. 7. Madras 8. Mysore 9. Orissa 10. Punjab* 11. U. P. 12. W. Bengal ** 13. Central Govt. (Ministry of Community Development and Ministry of Food and Agriculture)*	Rajasthan	In order to get better type of candidates we should stick to the present practice of recruitment, but at the same time as far as possible efforts should be made to get candidates who are of 20 years age, while the age limit for departmental recruit should be 35 and not 40. Rather endeavour should be to get people of the age group of 30-35 years.	*Punjab and Ministry of Food & Agriculture: For direct recruits maximum age should be 35 years †J. & K. : For direct recruits the limit may not exceed 28. **W. Bengal: Direct recruits part not applicable and for departmental recruits other considerations like merit, length of service and varied experience may not always permit a rigid adherence to the upper age limit of 40.
137	The criteria for rural background of a candidate should be that his parents or guardians lives in non-urban areas and he himself spends his vacations at home.	Do.	1. Andhra Pradesh. 2. Assam 3. Bihar 4. Bombay 5. J. & K. 6. M. P. 7. Madras			

138 Various tests, viz., physical fitness, general knowledge, aptitude for development work, leadership and initiative etc., should be the basis of selection and should spread over a number of days.

8. Mysore
9. Orissa
10. Punjab
11. Rajasthan
12. U. P.
13. W. Bengal and
14. Central Government (Ministry of Community Development and Ministry of Food and Agriculture)

1. Assam.
2. Bihar
3. Bombay
4. I. & K.
5. M. P.
6. Madras
7. Mysore
8. Orissa
9. Punjab
10. Rajasthan
11. U. P.
12. W. Bengal and

13. Central Government (Ministry of Community Development and Ministry of Food and Agriculture)

(1) Andhra. (1) Not practicable

\*U.P.: Not possible to have a real aptitude test on a mass scale and also test for assessing organising ability, cooperativeness, histrionic talents. These are judged during the period of training.

\*\*Ministry of Community Development: Doubt very much about the satisfactory application of these tests because of the lack of competent persons to apply these tests and also the absence of proper techniques for their application.



1	2	3	4	5	6	7
139.	A guide book to ensure right selection should be produced by the Govt. of India for the use of the Selection Board.	Kerala	1. Andhra Pradesh 2. Assam 3. Bihar 4. Bombay 5. I. & K. 6. M. P. 7. Madras 8. Mysore 9. Orissa 10. Punjab 11. Rajasthan 12. U. P. 13. W. Bengal* and 14. Central Government. (Ministry of Community Development and Ministry of Food and Agriculture.)			

\*W. Bengal: Tests may apply to departmentals recruits too—but these be not so elaborate.

140. The integrated new syllabus should be drawn up after discussions by the principals of all the training institutions and the technical officers representing different aspects of training.

Not circulated as draft Recommendation.

141. The syllabus for agriculture drawn up in consultation with the universities should be made equivalent to that

Not circulated as draft Recommendation.

of recognised diploma courses in agriculture to enable the Gram Sewak to join the degree course in agriculture.

142. The training programme of Gram Sewak should also include the use of simple medicine chest, elementary survey training and measures for soil conservation, etc.

Do.

1. Andhra Pradesh.

2. Assam
3. Bihar
4. Bombay
5. J. & K.
6. M. P.
7. Madras
8. Mysore
9. Orissa
10. Punjab
11. Rajasthan
12. U. P.
13. W. Bengal\* and
14. Central Government (Ministry of\*\* Community Development and Ministry of Food and Agriculture)

Do.

Do.

..

....

\*\*Central : Government (Ministry of Community Development): Competent expert advice should be taken regarding use of simple medicine chest by Gram Sewak.

\*W. Bengal: The use of medicine chest should not be entrusted to V.L.W.

143. The medium of instruction should be the regional language except at those centres which have to cater to more than one language. In the long run there should be at least one training centre for each recognised linguistic region.

1	2	3	4	5	6	7
	144. Inspections of various institutions imparting training to Gram Sewaks should be done occasionally.					Not circulated as draft Recommendation.
	145. The concept of job training should be strengthened by (i) attaching a block to every centre, and (ii) approach to rural problems followed by work in the blocks. The instructors should accompany each batch of trainees who should spend a number of nights in a village. Gram Sewaks, S.E.O., E.Os. and B.D.O. should form composite teams for the purpose of field training.	Kerala.	1. Assam. 2. Bihar 3. Bombay 4. M.P. 5. Madras 6. Mysore 7. Orissa* 8. Punjab. 9. Rajasthan 10. U. P. 11. W. Bengal and 12. Central Government (Ministry of Community Development and Ministry of Food and Agriculture)	1. Andhra 2. J. & K.	1. Not practicable. 2. Not necessary.	*Orissa: Will be examined further.
	146. The integrated course for Gram Sewak should be for full two years with a brief break in the middle.	Do,	1. Andhra Pradesh 2. Assam 3. Bihar 4. Bombay** 5. J. & K.* 6. M. P. 7. Mysore 8. Punjab† 9. Rajasthan 10. U.P. and 11. Central Government. (Ministry of Community	(1) Orissa (2) W. Bengal	(1) Training in cottage and village industries should be compressed into the present syllabus instead of lengthening the period of training (2) Prolongation of training means deferred posting in the field. Eighteen months would be a compromise be-	*J.&K.: Period of training may not be increased at this stage of the extension of programme. A system of in-service training may be adopted. †Punjab: There should be a composite course of 18 months followed by two courses of 3 months' duration each during slack season. **Bombay: Subject to availability of additional funds.



Development &  
Ministry of  
Food and Agri-  
culture)

tween the competing demands for adequacy of training and early commencement of work. Gram Sewaks are not intended to be specialists (in Industry).

3 Madras.

3 The present period of training for 18 months seems sufficient. What is required is a basic knowledge to be given in the Training Centres. They will have to learn it the hardway only in the field.

Do.

147. There should be a prescribed teacher-pupil ration. The ideal ration of 1 : 10 may be extended to 1 : 5 for the present.

Andhra

Not practicable.

\*Ministry of Food and Agriculture  
Provided the other types of institutions mentioned conform to the standard principle and pattern.

1. Assam
2. Bihar
3. Bombay
4. J. & K.
5. M.P.
6. Madras
7. Mysore
8. Orissa
9. Punjab
10. Rajasthan
11. U. P.
12. W. Bengal and
13. Central Government (Ministry of Community Development & Ministry of Food and Agriculture\*)

7

6

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148. The instructors should be trained in the art of teaching in addition to the theory and practice of extension work.

Kerala

1. Andhra Pradesh
2. Assam
3. Bihar
4. Bombay M.P.
5. Madras
6. Mysore
7. Orissa
8. Punjab
9. Rajasthan
10. U.P.
11. W. Bengal and
12. Central Government.
13. Ministry of Community Development and Ministry of Food and Agriculture)

J. & K. Reasons not stated.

149. Training centres should be located in genuine rural areas.

Do.

1. Andhra Pradesh
2. Assam
3. Bihar
4. Bombay
5. J. & K.
6. M. P.
7. Madras
8. Mysore
9. Orissa
10. Punjab
11. Rajasthan
12. U.P.

13. W. Bengal and Central Government (Ministry of Community Development and Ministry of Food and Agriculture)

150. Agriculture research institutions and ne training centres should function in close Association.

Do.

151. The conditions of service of the instructors should be improved so as to permit them to settle down to their work without dissatisfaction.


Do.

1. Andhra Pradesh \*  
2. Assam  
3. Bihar  
4. Bombay†  
5. J. & K.  
6. M. P.†  
7. Madras  
8. Mysore  
9. Orissa  
10. Punjab  
11. Rajasthan  
12. U.P.  
13. West Bengal† and  
14. Central Govt.  
(Ministry of Community Development & Ministry of Food and Agriculture)

\*Andhra Pradesh : Provided sufficient additional central assistance is forthcoming.

†Bombay, M. P. and West Bengal : Needs further examination.



1	2	3	4	5	6	7
152	The follow-up work with periodical refresher courses and in-service training in specific fields should make the Gram Sewak an effective instrument for community development.	Kerala	Do.	 W. Bengal		
153	A scheme of apprenticeship as part of the training programme should be drawn up for every Gram Sewak by attaching a small batch of Gram Sewaks under an efficient B.D.O. for a period of at least one month which should not be included in the two years of training.	Do.	1. Andhra Pradesh. 2. Assam. 3. Bihar 4. Bombay 5. J. & K. 6. M. P. 7. Madras. 8. Mysore 9. Orissa. 10. Punjab 11. Rajasthan 12. U.P. and 13. Central Govt. (Ministry of Community Development & Ministry of Food and Agriculture).			It will raise problems of expenditure, administration and interruption of training. Field experience can be provided in other ways.

154 As far as possible, S.S.L.C. or Matriculation should be the minimum qualification for Gram Sewikas. To secure the necessary number of candidates so qualified, a drive must be made for special stipends in the High School Classes.

155 The age limits may be between 18-35 years relaxable in individual cases.

- Do.
1. Andhra Pradesh
  2. Assam
  3. Bihar
  4. Bombay
  5. J. & K.
  6. M.P.
  7. Madras
  8. Mysore
  9. Punjab
  10. Rajasthan
  11. U.P.\*
  12. W. Bengal and
  13. Central Govt.
- (Ministries of Community Development and Food & Agriculture).

156 More emphasis should be laid on rural background in girls' schools and aptitude for social work should be considered an adequate substitute.

Do.

Not circulated as draft Recommendation.

\*U.P. : Only the upper age limit should be relaxed, if very necessary in individual cases.



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I

\*Ministry of Community Development : A certain recognition should be given to handicrafts within the sphere of the activities of Gram Sewikas, specially on certain kinds of handicrafts (embroidry & needle work, chicken work of Lucknow etc.) which are particularly suited for women.

Kerala

157 The training syllabus for Gram Sewikas should include methods of approach to village women and some knowledge of two village industries.

1. Andhra Pradesh
2. Assam
3. Bihar
4. Bombay
5. I. & K.
6. M.P.
7. Madras
8. Mysore
9. Orissa
10. Punjab
11. Rajasthan
12. U. P.
13. W. Bengal and
14. Central Govt. (Ministry of Community Development, Ministry of Commerce & Industry\* and Ministry of Food & Agriculture)

158 The instructress should be put on field jobs for a period of not less than one year and at intervals of not more than three years.

Not circulated as draft Recommendation.

159 Each training centre should have some land for a flower and kitchen garden and also

- Do.
1. Andhra Pradesh\*
  2. Assam

\*Andhra Pradesh : Home Science wings are attached to E.T.C. which have dairy, Poultry and Apiary units. Hence no

maintain a small dairy, poultry farm and an apiary.

3. Bihar
4. Bombay
5. J. & K.
6. M.P.
7. Madras
8. Mysore
9. Orissa
10. Punjab\*\*
11. Rajasthan
12. U.P.\*\*\*
13. W. Bengal and
14. Central Govt.

(Min. of Community Development and Min. of Food & Agriculture.)

Do.

160 The candidate S.E.O. should possess a university degree, experience in practical social work being considered additional qualification. Age limit may be kept between 21 and 35 years.



separate unit necessary. Ambar Charkha training may be included.

\*\**Punjab* : Except the provision of dairy in Gram Sewika Training Centre.

\*\*\**U. P.* : Provided funds are made available by the Centre.

@*Min. of F. & A.* : Subject to practicability.

\**J. & K.* : Degree qualification not necessary, E.O.S. (Panchayats) are trained to become S.E.Os.

\*\**Punjab* : Qualifications should preferably be a B.A., B.T. & grades should be at par with persons of their rank in education department.

\*\*\**U. P.* : In the State B.T. & L.T. have been fixed the minimum qualifications, because the post is ultimately to be merged with that of S.D. Is. for whom B.T. or L.T. is the minimum qualification.  
*Min. of F. & A.* : Not applicable.

1. Andhra Pradesh.
2. Assam
3. Bihar
4. Bombay
5. J. & K.\*
6. M.P.
7. Madras
8. Mysore
9. Orissa
10. Punjab\*\*
11. Rajasthan
12. U.P.\*\*\*
13. W. Bengal and
14. Central Govt.

(Ministry of Community Development).

1	2	3	4	5	6	7
161	Academic qualifications should also be relaxed at the discretion of selection committee, provided candidates possess practical experience of not less than 5 years of full time activity in adult education or social work, and good working knowledge of English and regional language.	Kerala	<ol style="list-style-type: none"> <li>Andhra Pradesh</li> <li>Assam</li> <li>Bihar</li> <li>Bombay</li> <li>J. &amp; K.</li> <li>M.P.</li> <li>Madras</li> <li>Mysore**</li> <li>Orissa</li> <li>Rajasthan</li> <li>U.P. @</li> <li>W. Bengal and Central</li> <li>Govt. (Ministry of Community*** Development).</li> </ol>	Punjab	Unqualified and unsuitable persons are likely to manage their selection.	*Bihar : Relaxation of academic qualifications not desirable. **Mysore : Gram Sewaks doing exceptionally good work and showing an aptitude for social science should be considered for selection as S.E. Os.
162	The period of training should be extended to one year.					<p>③ U. P. : Accepted in the case of departmental candidates but not for direct recruits.</p> <p>*** Ministry of Community Development : Relaxations under Recommendation No. 160 go far enough. Min. of F. &amp; A. : Not applicable.</p> <p>Not circulated as draft Recommendation.</p>
163	S.E.Os. should get good grounding in the art of community organisation.	Do.	<ol style="list-style-type: none"> <li>Andhra Pradesh</li> <li>Assam</li> <li>Bihar</li> <li>J. &amp; K.</li> <li>M.P.</li> <li>Madras</li> <li>Mysore</li> <li>Punjab</li> <li>Rajasthan</li> <li>U. P.</li> <li>W. Bengal and Central</li> <li>Govt. (Min. of Community Development).</li> </ol>		Orissa : Not applicable. Min. of F. & A. : Do. Bombay : Min. of Community Development to consider.	

164 S.E.Os. should be given training in the art of working through others, particularly through school teachers, members of cooperatives and panchayats

165 Direct oral instruction must be reduced to minimum and the technique of instruction through group discussions and seminars adopted.

165 Direct oral instruction must be reduced to minimum and the technique of instruction through group discussions and seminars adopted.

**1966 In the present syllabus, emphasis should be shifted from job orientation method to items like administrative coordination, democratic planning from below and techniques of group planning and action by officials and non-officials.**

Do.

Do.

1. Andhra Pradesh
2. Assam
3. Bihar
4. J. & K. M.P.
5. Madras
6. Mysore
7. Punjab
8. Rajasthan
9. U.P.
10. W. Bengal and Central

**Govt.  
(Ministry of  
Community  
Development  
and Min. of  
Food and  
Agriculture).**

Do.

1. Andhra Pradesh
2. Assam
3. Bihar
4. J. & K.
5. M.P.
6. Madras
7. Mysore
8. Orissa
9. Punjab \*
10. Rajasthan
11. W. Bengal
12. Central

**GOV.  
(Min. of Com-  
munity  
Development).**

De.

**Orissa. : Not applicable.**


**Bombay.: Ministry of Community Development to consider.**

1. The present syllabus should be revised and more specific items and jobs may be incorporated in the training programme.

U.P.

\**Purjib:* Syllabus like personnel management, programme planning, Budget & Accounts should also be included.

**Bombay: Ministry of Community Development to consider.**

1	2	3	4	5	6	7
167	<p>The teaching processes should be in the form of study groups. The training centre of the B.D.O. should be at the same place as the centre for training some one or more categories of block level extension officers.</p>	Kerala	<ol style="list-style-type: none"> <li>1. Andhra Pradesh</li> <li>2. Assam</li> <li>3. Bihar</li> <li>4. J. &amp; K.</li> <li>5. M. P.</li> <li>6. Madras</li> <li>7. Mysore</li> <li>8. Punjab</li> <li>9. Rajasthan</li> <li>10. U. P.</li> <li>11. W. Bengal and</li> <li>12. Central Govt.</li> </ol> <p>(Ministry of Community Development),</p>			<p><i>Bombay</i> : Ministry of Community Development to consider.</p> <p><i>Orissa</i> : Will examine further.</p>
168	<p>The period of training of B.D.Os has to be increased to at least 6 months.</p>	Do.	<ol style="list-style-type: none"> <li>1. Andhra Pradesh</li> <li>2. Assam</li> <li>3. Bihar</li> <li>4. J. &amp; K.</li> <li>5. M. P.</li> <li>6. Madras</li> <li>7. Mysore</li> <li>8. Orissa</li> <li>9. Punjab</li> <li>10. Rajasthan</li> <li>11. U. P.</li> <li>12. W. Bengal and</li> <li>13. Central Government.</li> </ol> <p>(Ministry of Community Development)*</p>			<p><i>Bombay</i> : Ministry of Community Development to consider.</p> <p>*<i>Ministry of Community Development</i>: Period of training can be best determined after the review of syllabus has been completed.</p>

169 Village leaders and village school teachers may be given short-term courses of training to help in the work of social education and community development.

Do.

*Ministry of Food and Agriculture:*  
Not applicable.

*Bombay:*—Ministry of Community Development to consider.

1. Andhra Pradesh
  2. Assam
  3. Bihar
  4. J. & K.
  5. M. P.
  6. Madras
  7. Mysore
  8. Orissa
  9. Punjab
  10. Rajasthan
  11. U. P.
  12. W. Bengal and
  13. Central Govt.
- (Ministry of Community Development).



170 S.D.Os., Collectors, and Heads of Dep'ts, should be given effective orientation in community development particularly in coordinated administration.

Do.

*Ministry of Food and Agriculture:*  
Not applicable.

1. Andhra Pradesh
  2. Assam
  3. Bihar
  4. Bombay
  5. J. & K.
  6. M. P.
  7. Madras
  8. Mysore
  9. Orissa
  10. Punjab
  11. Rajasthan
  12. U.P.
  13. W. Bengal and
  14. Central Govt.
- (Ministry of Community Development).

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\* Assam: Any degree of recognised university has minimum qualification. P.  
 @ U. P.: The qualification may simply be kept at graduates.

171 Generally a degree in science should be the minimum basic qualification for E.Os. (Industries).

Kerala

1. Andhra Pradesh

2. Assam\*
3. Bihar
4. Bombay
5. J. & K.
6. M. P.
7. Madras
8. Mysore
9. Orissa
10. Punjab
11. Rajasthan
12. U.P. @
13. W. Bengal and
14. Central Govt. (Ministry of Community Development).

172 The training course should provide for a measure of training in technical skill in some of the cottage and village industries.

Do.

Andhra Pradesh.

Not practicable

Orissa: Not applicable.

Ministry of Food and Agriculture : Not applicable.  
 Bombay: Govt. of India to consider.



173 Steps should be taken by the Ministry of Commerce and Industry and the Depts. of Industries in the States to increase the existing capacity of training centres to meet the need of personnel.

Not circulated as draft Recommendation.

174 The training programmes should give greater attention to the methods of communicating scientific and technical know-how to the village.

Not circulated as draft Recommendation.





# SECTION II—FARMING

(The views of the Mysore Government are preliminary, while those of the rest are final)

Sl. No.	Summary of Recommendations	Govts. whose comments are not available	Govts. which have accepted	Govts. which have not accepted	Views of those in column No. 5	Remarks
1	2	3	4	5	6	7
175	The targets for additional production should be broken down up to the block and the Gram Sewak circle.	J. & K.	1. Andhra 2. Pradesh 3. Bihar 4. Kerala 5. M. P. 6. Madras 7. Mysore 8. Orissa 9. Punjab 10. Rajasthan 11. U. P. 12. W. Bengal and 13. Central Govt. (Ministry of Food and Agriculture).	Bombay	The work will be onerous and the energy spent will not be commensurate with the results.	
176	Greater attention should be given for evolving and distributing improved varieties of coarser grains as also of other grains suitable for unirrigated areas.	Do.	1. Andhra 2. Pradesh 3. Bihar 4. Bombay 5. Kerala 6. M. P.			* Assam: Within the funds and resources available.

7. Madras
  8. Mysore
  9. Orissa
  10. Punjab
  11. Rajasthan
  12. U. P.
  13. W. Bengal and
  14. Central Govt.
- (Ministry of Food and Agriculture).

177 Distribution of improved seed on the basis of Suezai or smaller additional percentage in kind will ensure timely and adequate supply.

Do.

1. Assam
  2. Bihar
  3. Bombay
  4. Kerala
  5. M. P.
  6. Madras
  7. Mysore
  8. Orissa
  9. Punjab
  10. Rajasthan
  11. U. P.
  12. W. Bengal and
  13. Central Govt.
- (Ministry of Food and Agriculture).

Improved seeds are already popular, taccavi loans are also advanced. Therefore, this is not necessary.



1	2	3	4	5	6	7
178	The fear of non-germination of seeds must be dispelled by carrying out more frequent germination tests.	J. & K.	1. Andhra Pradesh 2. Assam 3. Bihar 4. Bombay 5. Kerala 6. M. P. 7. Madras 8. Mysore 9. Orissa 10. Punjab 11. Rajasthan 12. U.P. 13. W. Bengal 14. Central Govt. (Ministry of Food & Agriculture) Do.			
179	The progress for the establishment of seed farms is disappointing. Early steps should be taken to overcome the procedural and other local obstacles.	Do.				
180	Agricultural Extension Officer and Gram Sewak, in co-operation with panchayats and co-operatives, should guard against the failure of supply line.	Do.	1. Assam 2. Bihar 3. Bombay 4. Kerala 5. M. P. 6. Madras 7. Mysore 8. Orissa 9. Punjab 10. Rajasthan 11. U.P. 12. W. Bengal and	Andhra Pradesh.	Co-operatives and Panchayats may not be able to maintain the purity of seeds	

181	Minimum reserve stock will have to be prescribed for maintaining supply line at different distributing points.	Do.	13. Central Govt. (Ministry of Food and Agriculture)	1. Assam 2. Bihar 3. Bombay 4. Kerala 5. M. P. 6. Madras 7. Mysore 8. Orissa 9. Punjab 10. Rajasthan 11. U. P.* 12. W. Bengal and	1. Andhra Pradesh.	The seed will deteriorate if the period of storing is long.	*U. P.: It should be confined to more common seeds only.
182	The loss, if any, due to non-distribution of new and perishable supplies should be reimbursed to co-operative or panchayat seed stores from N.E.S. budget.	Do.	13. Central Govt. (Ministry of Food & Agriculture)	1. Assam* 2. Bihar 3. Bombay 4. Kerala 5. M. P. 6. Madras 7. Mysore 8. Rajasthan 9. U. P. and 10. Central Govt. (Ministry of Food and Agriculture.)	1. Andhra Pradesh. 2. Orissa. 3. Punjab.	1. It does not arise in view of the remark that the seed will deteriorate if the period of storing is long. 2. Provision in the block budget is insufficient to meet possible losses. 3. There is no provision in the block budget to this effect and further it will encourage irresponsibility in preparing the estimate and indents without proper verification.	*Assam: The funds in N.E.S. block budget are insufficient.
					4. W. Bengal	4. Reasons not stated.	

7

6

5

4

3

2

183 States should be informed well in advance about the definite and exact quantities of fertilizer allotment.

J. & K.

1. Andhra Pradesh
2. Assam
3. Bihar
4. Bombay
5. Kerala
6. M. P.
7. Madras
8. Mysore
9. Orissa
10. Punjab
11. Rajasthan
12. U. P.
13. W. Bengal and
14. Central Govt. (Ministry of Food & Agriculture).

184 Central Government should explore all possibilities of increasing local production of chemical fertilizers.

Do.

Do.

185 Green manure plants and shrubs should be grown on the borders of fields on experimental basis.

Do.

1. Andhra Pradesh
2. Assam
3. Bihar
4. Bombay
5. Kerala
6. M. P.
7. Madras
8. Mysore
9. Orissa \*
10. Punjab

\* Orissa: Ploughing it into the dry soil not possible.

(C) *Min. of F. & A.*—It cannot be universally adopted due to different conditions of rainfall.

11. Rajasthan
- 12 U. P.
13. W. Bengal
- and
14. Central Govt. (Ministry of Food & Agriculture).@

180 Gram Sewak should plan ahead for the production and distribution of seeds and plant material of green manure crops.

Do.

1. Andhra Pradesh
2. Assam
3. Bihar
4. Bombay
5. Kerala
6. M. P.
7. Madras
8. Mysore
9. Orissa
10. Punjab
11. Rajasthan
12. U. P.
13. West Bengal and Central Govt. (Ministry of Food and Agriculture).



1	2	3	4	5	6	7
187.	Supply of irrigation water should be made at concessional rates for green manure crops.	1. Bombay. 2. Kerala. 3. J. & K.	1. Andhra Pradesh. 2. Assam. 3. Bihar. 4. M. P. 5. Madras. 6. Mysore. 7. Orissa*. 8. Punjab. 9. Rajasthan. 10. U. P. 11. W. Bengal and 12. Central Government (Ministry of Food & Agriculture).			*Orissa.—To be re-examined.
188.	Every Government farm should produce its own requirements of organic manures as far as possible.	J. & K.	1. Andhra Pradesh 2. Assam 3. Bihar 4. Bombay 5. Kerala 6. M. P. 7. Madras 8. Mysore 9. Orissa 10. Punjab 11. Rajasthan 12. U. P. 13. W. Bengal and 14. Central Govt. (Ministry of Food & Agriculture.)			

189 Village panchayats should buy wheel-barrow for supply to farmers on hire.

190 The scheme for composting town refuse should be extended to all municipalities and large villages.

191 An extra Agricultural Extension Officer in each block after some training instead of a separate Compost Inspector, as envisaged in the scheme prepared by the Ministry of Agriculture, would solve the problem of un-manageable pressure of work with the Agricultural Extension Officer.

- |     |   |  |  |
|-----|---|--|--|
| Do. | 1. Bihar<br>2. Bombay<br>3. Kerala<br>4. M. P.<br>5. Madras<br>6. Mysore<br>7. Orissa<br>8. Rajasthan<br>9. W. Bengal | 1. Andhra Pradesh<br>2. Assam<br>3. Punjab<br>4. U. P. | 1. The appointment of Agr. Ext. Officer is not necessary since the existing staff can easily take up the work.<br>2. Do<br>3. Reasons not stated.<br>4. The general purpose of Agricultural Extension Officer will not devote his full energies and ignore this particular programme.                          |
| Do. |   |  | 5. The appointment of a general purpose Agriculture Extension Officer for propaganda work on the development of compost and other local manurial resources is not likely to achieve the purpose in view. A trained man is needed exclusively for this work in each block for a period of at least three years. |

5. Ministry of Food and Agriculture



1	2	3	4	5	6	7
192	Each Gram Sewak should arrange to conduct at least 5 demonstrations in each village in respect of every new item of improvement to demonstrate the superiority of the new methods over the practice in vogue.	Do.	<ol style="list-style-type: none"> <li>1. Andhra Pradesh</li> <li>2. Assam</li> <li>3. Bihar</li> <li>4. Bombay*</li> <li>5. Kerala.</li> <li>6. M. P.</li> <li>7. Madras.</li> <li>8. Mysore.</li> <li>9. Orissa.</li> <li>10. Punjab.</li> <li>11. Rajasthan.</li> <li>12. U. P.</li> <li>13. W. Bengal.</li> <li>14. Central and Govt. (Ministry of Food &amp; Agriculture).</li> </ol>			<p>*Bombay: The prescribed number of demonstrations to be organised would be too large.</p>
193	Gram Sewaks' course of training should be revised so as to devote much greater attention to teaching and demonstrating the fundamental principles of soil management, humus, green manuring, systems of farming, etc.					<p>Please see remarks against Recommendation No. 141 &amp; 142 under Section 10 (Training of Personnel.)</p>
194	The pay scale for veterinary and agriculture graduates should be more attractive so as to attract the boys of more than average calibre to take up these subjects.					<p>Not circulated as a draft Recommendation.</p>

195 Model schemes should be prepared for groups of blocks for plant protection measures by the staff at the State headquarters.

J. & K.

1. Andhra Pradesh.
2. Assam.
3. Bihar.
4. Bombay.
5. Kerala.
6. M. P.
7. Madras.
8. Mysore.
9. Orissa.
10. Punjab.
11. Rajasthan.
12. Uttar Pradesh.
13. West Bengal and
14. Central Govt. (Ministry of Food and Agriculture).

196 Special emphasis should be laid for the destruction of rats and white-ants.

J. & K.

1. Andhra Pradesh.
2. Assam.
3. Bihar.
4. Bombay.
5. Kerala.
6. M. P.
7. Madras.
8. Mysore.
9. Orissa.
10. Punjab.
11. Rajasthan.
12. Uttar Pradesh.
13. W. Bengal and
14. Central Govt. (Ministry of Food and Agriculture.)

1	2	3	4	5	6	7
197	Active steps should be taken for extermination of monkeys, parrots, and nilgais.					Not circulated as draft Recommendation.
198	All plant protection centres, except those for research and locust control, should be run by the State Governments instead of Central Government.	J. & K.	1. Andhra Pradesh. 2. Assam 3. Bihar. 4. Bombay. 5. Kerala. 6. M. P. 7. Madras 8. Mysore. 9. Orissa. 10. Punjab. 11. Rajasthan. 12 U. P. 13. W. Bengal.	Ministry of Food and Agriculture.	1. Scheme already agreed upon by Planning Commission and reiterated in subsequent conferences of State Agriculture Ministers' conferences. (2) Demand from States due to inadequate resources and lack of suitable personnel. (3) Some centres are on regional basis. (4) On several occasions States request for assistance in combating pests.	
199	The State Governments should examine both types of soil conservation schemes, viz., (i) Bombay type by departmental agency, and (ii) U.P. type worked on self-help basis. A judicious combination of good points of both types might produce better-results.					Not circulated as a draft Recommendation.
200	District Agricultural Officer should institute short courses of training Gram Sewaks to give them a fair knowledge	Do	1. Andhra Pradesh. 2. Assam. 3. Bihar.			*Mysore : The District Agricultural Officer may not be capable of imparting such training by himself. He can

about the use of implements.

4. Bombay.
5. Kerala.
6. M. P.
7. Madras.
8. Mysore.\*
9. Orissa.
10. Punjab.
11. Rajasthan.
12. U. P.
13. W. Bengal and
14. Central Govt. (Ministry of Food and Agriculture).

201 One or more workshops may be started for the repair and local manufacture of implements, to be later on made over to cooperatives.

Do

I. Punjab

1. Andhra Pradesh
2. Bihar.
3. Bombay\*
4. Kerala.
5. M. P.
6. Madras.
7. Mysore†
8. Orissa.
9. Rajasthan.
10. U. P.†
11. W. Bengal and
12. Central Govt. (Ministry of Food & Agriculture).

Assam Government feels that it is not applicable in the State.

\**Bombay* : Facilities already exist at Extension Training Centres and peripatetic parties organised by the Village Industries Department. Extra funds should be provided by Central Government.  
†*Mysore* : Not possible under present financial allotment of the block.

‡*Uttar Pradesh* : Implementation will depend on the availability of funds and trained personnel.

202 Advice should be made available to the farmers about the use, availability and price etc. of pumping sets and other such appliances.

Do

1. Andhra Pradesh.
2. Assam.
3. Bihar.
4. Bombay.

1	2	3	4	5	6	7
203	Panchayats and cooperatives should be encouraged to purchase and store implements for sale and hire.	J. & K.	5. Kerala. 6. M. P. 7. Madras. 8. Mysore. 9. Orissa. 10. Punjab. 11. Rajasthan. 12. U. P. 13. West Bengal, and 14. Central Govt. (Ministry of Food and Agriculture).			
			1. Andhra Pradesh. 2. Assam. 3. Bihar. 4. Bombay. 5. Kerala. 6. M. P. 7. Madras. 8. Mysore. 9. Orissa. 10. Punjab. 11. Rajasthan. 12. U. P.* 13. W. Bengal and 14. Central Govt. (Ministry of Food and Agriculture).			

\*Uttar Pradesh : Private parties may also be advanced loans to purchase and stock costly implements for giving them on hire to cultivators.

204 Rapid and effective legislation is needed for prevention of fragmentation, consolidation and fixation of ceiling of holdings and prevention of cultivable land lying fallow.

Do

1. Andhra Pradesh.
2. Assam.
3. Bihar.
4. Bombay.
5. Kerala.
6. M. P.
7. Madras.
8. Mysore.
9. Orissa.
10. Punjab.
11. Rajasthan.
12. U. P.
13. W. Bengal and
14. Central Govt (Ministry of Food and Agriculture.)

205 Extension Officers and Gram Sewaks should be used for creating the right atmosphere for successful implementation of land reforms.

206 Further efforts are necessary to bring the production of fruits and vegetables to 6 oz. *per capita*.

207 Current methods of fruit preservation have to be simplified and made cheaper.

1. Andhra Pradesh.
2. Assam.
3. Bihar.
4. Bombay.
5. Kerala.
6. M. P.

7

5

5

4

3

2

1

7. Madras.
8. Mysore.
9. Orissa.
10. Punjab.
11. Rajasthan.
12. U.P.
13. W. Bengal and
14. Central Government. (Ministry of Food & Agriculture.)

208 Greater attention needs to be given to starting nurseries in each block

- J. & K., I. Andhra Pradesh.
2. Assam.
3. Bihar
4. Bombay.
5. Kerala.
6. M.P.
7. Madras.
8. Mysore.
9. Orissa.
10. Punjab.
11. Rajasthan.
12. U.P.
13. W. Bengal and
14. Central Government (Ministry of Food & Agriculture).

209 For increasing the output of fruits and vegetables, efforts are necessary for the timely and adequate supply of seeds, seedlings and manures, demonstrations and encouragement of kitchen gardenings.

Do.

1. Andhra Pradesh.
2. Assam.
3. Bihar.
4. Bombay.
5. Kerala.
6. M.P.
7. Madras.
8. Mysore.
9. Orissa.
10. Punjab.
11. Rajasthan.
12. U.P.
13. W. Bengal and
14. Central Govt (Ministry of Food and Agriculture)

\*M. P. : Subsidies should be granted for fencing etc.

210 Village panchayats should be encouraged to undertake concerted drives for growing fuel and timber trees.

Do

1. Andhra Pradesh.
2. Assam.
3. Bihar.
4. Bombay.
5. Kerala.
6. M.P.\*
7. Madras.
8. Mysore.
9. Orissa.
10. Punjab.
11. Rajasthan.
12. U.P.
13. W. Bengal and
14. Central Govt. (Ministry of Food & Agriculture)



7

6

5

4

3

2

1

211 Agriculture research stations should explore the possibilities of growing slightly early maturing varieties of paddy to guard against the failure of drought.

212 Zonal research stations should J. & K. be started and linked up horizontally and vertically for maintaining effective contact.

1. Andhra Pradesh.
2. Assam.
3. Bihar.
4. Bombay.
5. Kerala.
6. M.P.
7. Madras.
8. Mysore.
9. Orissa.
10. Punjab.
11. Rajasthan.
12. U.P.
13. W. Bengal and Central Govt. (Ministry of Food & Agriculture).

213 Research Officers should maintain close contact with the farmers and the Extension Officers in the field.

1. Andhra Pradesh.
2. Assam.

\* Mysore : Extension Specialists of the block would perform the function by working as a link between actual research worker and the Gram Sewak.

Not circulated as a draft Recommendation.

3. Bihar.
4. Bombay.
5. Kerala.
6. M.P.
7. Madras.
8. Mysore\*.
9. Orissa.
10. Punjab.
11. Rajasthan.
12. U.P.
13. W. Bengal and Central Government (Ministry of Food & Agriculture.)
14. Andhra Pradesh.

Do.

214 Associations of progressive farmers conforming to certain prescribed standards of agriculture should be encouraged, where necessary with financial aid, for carrying out the experiments themselves and spreading their results to others.

\*Rajasthan : The Gram Sewak should maintain close contact at least with one farmer who may be known as a farmer friend in each village and be persuaded to try all improved methods of agriculture.



1. Andhra Pradesh.
2. Assam.
3. Bihar.
4. Bombay.
5. Kerala.
6. M. P.
7. Madras.
8. Mysore.
9. Orissa.
10. Punjab.
11. Rajasthan\*.
12. U. P.
13. W. Bengal and Central Government (Ministry of Food & Agriculture).
14. Central Government (Ministry of Food & Agriculture).

Do.

215 Vigyan Mandirs should be located in the blocks as near to the district headquarters as possible.

Do. 1. Bihar 1. The proposal is in an experimental stage and may be considered

\*Assam. : It is for Education Department to take it up.

1	2	3	4	5	6	7
			<p>4. Kerala. 5. M. P. 6. Mysore. 7. Orissa**. 8. Punjab. 9. Rajasthan 10. U. P. 11. W. Bengal and 12. Central Government (Ministry of Food &amp; Agri- culture).</p>	<p>2. Madras . 2. There seems to be no real necessity to open Vignyan Mandirs in each district as they will be expensive and in the long run may dwindle away into decrepit museums, if villagers are not able to supply enough work to them.</p>	<p>after present Plan period.</p>	<p>**Orissa: Subject to finance being made available by Govt. of India.</p>
216	In case of new irrigation works, experimental farms to evolve suitable cropping patterns should be integral part of the project.	<p>1. J. &amp; K. 2. Kerala.</p>	<p>1. Andhra Pradesh 2. Assam. 3. Bihar. 4. Bombay. 5. M. P. 6. Madras. 7. Mysore. 8. Orissa. 9. Punjab. 10. Rajasthan. 11. W. Bengal and 12. Central Government (Ministry of Food &amp; Agri- culture).</p>	<p>U. P.</p>	<p>The existing experi- mental farms would be able to supply the information.</p>	
217	Rates for the supply of electricity for irrigation works should not	<p>1. Bombay 2. J. &amp; K.</p>	<p>1. Andhra Pradesh 2. Assam*,</p>	<p>...</p>	<p>"</p>	<p>* Assam: Under consideration.</p>

exceed the rates for in industrial purposes.

3. Bihar.
4. M. P. †
5. Madras.
6. Mysore\*\*
7. Orissa @
8. Punjab
9. Rajasthan.
10. U. P. †
11. W. Bengal §  
and
12. Central  
Government  
(Ministry of  
Food & Agri-  
culture).

\*\*Mysore : This is already the position in greater part of the State.  
@Orissa : It requires further examination.  
† M. P. : It requires further examination.

\*U. P. : Electricity rates are already much cheaper.

§Westr Bengal : This question requires further examination from financial point of view.

218 The responsibility for main-  
tenance of minor irrigation  
works should be placed on the  
panchayat samiti or the village  
panchayat according to the  
size of the work and cost of  
maintenance.

1. J. & K.
2. Kerala.

1. Bihar
2. Bombay
3. M. P.\*
4. Mysore\*\*
5. Punjab@
6. Rajasthan†
7. U. P.  
and
8. Central  
Government  
(Ministry of  
Food and  
Agriculture).
1. Panchayats may neglect proper maintenance with impunity. (2) The nature and extent of repairs can only be decided by P. W. D.
- (3) Panchayats have to be vested with powers of distraint, otherwise recoveries cannot effectively be made. The situation bristles with difficulties and will result in the irrigation sources not being maintained properly.

\*M. P.—This can be implemen-  
ted only if sufficient funds are  
made available to village pan-  
chayats and panchayat samitis.  
\*\*Mysore.—Beginning should be  
made with small works, say,  
those serving an area of 25—50  
acres.

@Punjab.—Cooperatives should be  
preferred to Panchayats.

††Rajasthan.—Tanks upto 50  
acres only to be transferred to  
panchayats.

2. Assam
2. Reasons  
stated.
- not

219 Water rates for the second crop should be reduced to encourage double cropping.

220 Castigation and inoculation should be included in the duties of Gram Sewaks, as trained stockmen are not available in adequate numbers.

J. & K.

1. Andhra
2. Pradesh \*
3. Bihar
4. Kerala†
5. M. P.
6. Mysore
7. Orissa
8. Punjab
9. Rajasthan
10. U. P.
11. W. Bengal \*\* and
12. Central Govt. (Ministry of Food and Agriculture)

3. Madras do *\*Ministry of Food and Agriculture :*  
Panchayats not have sufficient experience at present.  
The maintenance of minor irrigation works for more than 50 acres capacity should be the responsibility of the Government Department which is better organised and staffed with adequate technical hands.

4. Orissa 4. It should be a State responsibility and it should not be scheduled.  
5. West Bengal 5. Reasons not stated.

Not circulated as draft Recommendation.

*\* Andhra Pradesh :* Agreed provided Gram Sewak is given 3 months' additional training and certified by the district veterinary officer.  
† *Kerala :* Inoculation should be done by experts only.  
\*\* *West Bengal :* Inoculation should be done by experts only.

221 Greater stress has to be given to Do.  
meet the shortage of approved  
bulls and their proper main-  
tenance, opening and popula-  
rization of artificial insemi-  
nation centres, solution of  
problems of fodder and that of  
useless and infirm cattle.

222 Improvement of grasslands Do.  
should be given greater atten-  
tion.

1. Andhra Pradesh.
2. Assam.
3. Bihar.
4. Bombay.
5. Kerala.
6. M. P.
7. Madras.
8. Mysore.
9. Orissa.
10. Punjab.
11. Rajasthan.
12. U. P.
13. W. Bengal and
14. Central Govt (Ministry of Food & Agriculture).



1. Andhra Pradesh.
2. Assam.
3. Bihar.
4. Bombay.
5. Kerala.
6. M. P.
7. Madras.
8. Mysore.
9. Orissa.
10. Punjab.
11. Rajasthan.
12. U. P.
13. W. Bengal and
14. Central Govt. (Ministry of Food & Agriculture).

11. INDIAN.

12. U. P.
13. W. Bengal and
14. Central Govt.  
(Ministry of  
Food &  
Agriculture).

Do.

224 Greater attention has to be paid  
to the improvement of goat and  
sheep breeding and wool rear-  
ing.

1. Andhra Pradesh.
2. Assam.
3. Bihar.
4. Bombay.
5. Kerala.
6. M. P.
7. Madras.
8. Mysore.
9. Orissa.
10. Punjab.
11. Rajasthan.
12. U. P.
13. W. Bengal and  
Central Govt.
14. (Ministry  
of Food &  
Agriculture).



225 Efforts at sheep breeding have been confined to certain regions only. They could equally be extended to other areas and intensified for improving the quality and yield of wool and mutton.

Do. 1. Andhra Pradesh.

2. Assam.
3. Bihar.
4. Bombay.
5. Kerala.
6. M. P.
7. Madras.
8. Mysore.
9. Orissa.
10. Punjab.
11. Rajasthan.
12. U. P.
13. W. Bengal and Central Govt.
14. (Ministry of Food & Agriculture).

226 Milk co-operative societies have to be organised on proper lines in the vicinity of towns and cities.

Do.

1. Andhra Pradesh.\*

2. Assam.
3. Bihar.
4. Bombay.
5. Kerala.
6. M. P.
7. Madras.
8. Mysore†
9. Orissa.
10. Punjab.
11. Rajasthan.
12. U. P.‡
13. W. Bengal @ and Central Govt
14. (Ministry of Food & Agriculture).

227 Intensive schemes should be undertaken for the rehabilitation of cattle breeding communities on cooperative lines

Do

1. Andhra Pradesh.\* U.P.

2. Assam@
3. Bihar
4. Bombay†
5. Kerala

It is difficult to organise this. The matter requires careful and detailed study.

\* *Andhra Pradesh* : Govt. should subsidise at the initial stages and give all assistance (technical) for them.

† *Mysore* : Would be further examined


‡ *U. P* : Some funds from the Centre for subsidising these would be necessary.

@ *W. Bengal* : Although acceptable but further careful examination would be necessary.

\* *Andhra Pradesh* : May be experimented at one or two districts.

@ *Assam* : Not applicable.



1	2	3	4	5	6	7
228	<p>Poultry keeping has to be intensified through youth clubs, financial assistance to Harijans, backward classes etc., replacement of indigenous by exotic cocks and giving proper technical guidance.</p>	J. & K.	<p>6. M.P. 7. Madras 8. Mysore 9. Orissa** 10. Punjab 11. Rajasthan 12. W. Bengal and 13. Central Govt. (Ministry of Food &amp; Agriculture) 1. Andhra Pradesh.* 2. Assam 3. Bihar 4. Bombay† 5. Kerala 6. M.P. 7. Madras 8. Mysore 9. Orissa** 10. Punjab 11. Rajasthan 12. U.P. 13. W. Bengal@ and 14. Central Govt. (Ministry of Food &amp; Agriculture).</p>		<p>* <i>Bombay</i> : The cost will be fairly heavy. ** <i>Orissa</i> : Not applicable. * <i>Andhra Pradesh</i> : Distribution of exotic cocks should be at subsidised rates. † <i>Bombay</i> : Cost will be fairly heavy. @ <i>W. Bengal</i> : Amount of loan will have to be limited to the ceiling fixed by State Government.</p>	<p>Not circulated as draft Recommendation.</p>
229	<p>Greater technical guidance is needed for improving the breed of pigs.</p>					

Do.

230 Fisheries should receive larger financial allotments and greater administrative attention.



सत्यमेव जयते

## SECTION 12 : COOPERATION

(The views of Mysore Government are only preliminary, while those of the rest are final.)

Sl. No.	Summary of Recommendations	Govts. whose comments are not available	Govts. which have accepted	Govts. which have not accepted	Views of those in column No. 5	Remarks
1	2	3	4	5	6	7
231	A multi-purpose cooperative society for a village or a group of villages working in close association with local panchayat or panchayats, as against societies for different lines of activity, remains the only correct course to be followed.	J. & K.	1. Andhra Pradesh * 2. Assam 3. Bihar 4. Bombay 5. Kerala 6. M. P. ** 7. Madras 8. Mysore 9. Orissa 10. Punjab 11. Rajasthan 12. U.P. 13. W. Bengal and 14. Central Govt. (Ministry of Food and Agriculture)			* <i>Andhra Pradesh</i> : Provided the activities are carried on, on indent system and do not involve regular trade. ** <i>M.P.</i> : It requires further consideration.
232	Training of cooperative personnel should be so oriented that cooperation is understood not	Do.	1. Andhra Pradesh 2. Assam			* <i>Bombay</i> : It is presumed that requisite finance will be made available by the Political and

as an instrument for securing cheap credit but as a means of community development.

3. Bihar
4. Bombay\*
5. Kerala
6. M. P.
7. Madras
8. Mysore
9. Orissa
10. Punjab
11. Rajasthan
12. U.P.\*\*
13. W. Bengal and
14. Central Govt. (Ministry of Food and Agriculture Do.

Do.

233 The criteria and qualifying conditions for obtaining funds from the Reserve Bank of India should be laid down in precise terms so that the cooperative societies in the blocks can take maximum advantage of the loan facility of Rs. 3 lakhs provided in N.E.S. budget.

234 Commission charged by Apex Banks varies between  $\frac{1}{4}$  and  $1\frac{1}{2}$  percent. The additional rate of interest charged by central banks from primary cooperatives is even higher. This results in the ultimate borrower having to pay a rate of interest exceeding even 6½% for which there is no justification. Immediate remedial measures are called for.

Services Department from the Project Funds.

\*\* U.P. : Due to financial difficulties, it has not been possible to undertake an ambitious programme.

\*Orissa: Agreed subject to further examination.

\*\*Rajasthan: Interest on taccavi and other loans advanced by the Govt. should be brought at par with the cooperative loans.

†Bombay: Under examination. @M.P.: It requires detailed examination in consultation with Cooperative Bank & Mortgage Bank.

1. The minimum rate of interest charged to the ultimate borrowers depends upon the rate of interest at which loan is available at the source i.e. (Reserve Bank) and the minimum margin of interest to be allowed to intermediary societies.

1. Assam

1. Andhra Pradesh
2. Bihar
3. Bombay†
4. Kerala
5. M.P. @
6. Mysore
7. Orissa\*
8. Punjab
9. Rajasthan\*\*
10. U.P. and

Do.



*Ministry of Food and Agriculture :*  
It is the objective of the cooperatives to reduce the rate to 6½%. However, too much emphasis on reduction of rate is not desirable. Prompt action and simplification of procedures are more important.

11. Central Govt. (Ministry of Food and Agriculture)  
2. W. Bengal  
3. Madras  
3. The Govt. may have to give guarantees to financing bank against loss arising out of lendings.

235 Credit at a rate of interest of 3½% should be made available to genuine artisans.

236 Also in areas where there are no cooperatives, State Governments should arrange for credit to farmers at rate of interest not exceeding 6½%.

237 Loan to farmer should be available just at the time he needs it and its repayment should be so timed as to enable him to make repayment from the proceeds of the crops.

238 Credit-worthiness of the borrower should give place to credit-worthiness of purpose in advancing loans in the field of rural cooperative credit.

J. & K.  
1. Andhra Pradesh  
2. Assam  
3. Bihar  
4. Bombay  
5. Kerala

Not circulated as draft Recommendation.

Do.

Do.

\* Assam: Govt. should be prepared to subsidise losses against failure of repayments.

† Kerala: Besides credit-worthiness of purpose, security of crop in the case of productive loan together with personal surety is absolutely necessary to protect the interest of depositors.

\*\* U.P. Provided adequate security is furnished to the satis-



faction of the society and the financing agency.

† *Ministry of Food and Agriculture:*  
To meet the losses incurred in this manner special emergency funds may be created by the societies.



6. M.P.
7. Madras
8. Mysore
9. Orissa
10. Punjab
11. Rajasthan
12. U.P.\*\*
13. W. Bengal and
14. Central Govt. (Ministry of Food and Agriculture.†)

Do.

239 Some of the features of the scheme of rural credit in Philippines such as capitalization through insurance fees and credit loans for production and improvement and also at such occasions as birth etc. deserve to be studied and adopted by State Governments.

§ *Bombay:* The cultivators who take adequate credit should sell their produce on cooperative basis and such proceeds should be applied to the recovery of loans due.

† *Madras:* As regards capitalisation through insurance fees recovered for guarantee against losses, the Govt. feel that the utilisation of insurance fee to wipe out losses may not work, specially when the benefit of cooperative credit is extended gradually to economically backward people.

\* *Mysore:* Subject to certain conditions.

\*\* *Orissa:* Suggestion for capitalization through insurance fees may not function well. Instead guarantee insurance may be extended to agriculture credit cooperatives.

1. Andhra Pradesh
2. Assam
3. Bihar
4. Bombay§
5. Kerala
6. M.P.
7. Madras†
8. Mysore†
9. Orissa\*\*
10. Punjab†
11. Rajasthan
12. U.P.@
13. W. Bengal and
14. Central Govt. (Ministry of Food and Agriculture.†)

†*Punjab*: Capitalization through insurance fees smacks of an element of compulsion. There is no need for it as the persons concerned would already be members of credit cooperatives and will be holding some shares.

@ *U. P.* : But repaying capacity, however liberally calculated, will have to be taken into consideration at the time of advancing loans.

Certain risks are involved in this.

Madras

J. & K.

240 The entire rural credit at present disbursed through several agencies apart from the money lenders, should be progressively canalised through the agencies of cooperatives to avoid duplication and differing interest rates and also to rationalise credit facilities.

1. Andhra Pradesh \*

2. Assam

3. Bihar

4. Bombay

5. Kerala

6. M.P.

7. Mysore

8. Orissat

9. Punjab@

10. Rajasthan

11. U.P.

12. W. Bengal \*\*

and

13. Central

Govt. (Ministry of Food and Agriculture)

\**Andhra Pradesh*: Implementation should be gradual.

\*\**West Bengal* : Except loans intended for relief of distress or such other emergencies.

†*Orissa* : Canalisation of loan to artisans through cooperatives is not practicable, because there are no concentrations of artisans to permit formation of co-operative society.

@*Punjab*: Except taccavi loans which should continue to be disbursed as here-to-fore.

†*Ministry of Food and Agriculture* : In actual practice, however, the taccavi loans will continue to be advanced for the rest five or ten years as in many areas, the cooperatives are not yet in a position to shoulder the responsibility.

241 The entire training programme should be oriented to the elimination of official control from the field of cooperation.

Do.

Do.  
and  
Madras

242 Cooperative farming must first pass successfully through the experimental stage and so, to begin with, one co-operative farm may be organised in each district in a selected community development block.

Do.

1. Andhra Pradesh
2. Assam
3. Bihar
4. Bombay
5. Kerala
6. M.P.
7. Madras
8. Mysore
9. Orissa
10. Punjab
11. Rajasthan
12. U.P.
13. W. Bengal

Central Govt.  
(Ministry of  
Food and  
Agriculture)

In spite of considerable diversity of opinion, there is a general consciousness that Cooperative farming is the only remedy for increasing production of small cultivators and in this context, the recommendation of the Committee is not likely to be helpful in launching the programme for which some climate is being created. The recommendation is not in conformity with the policy laid down by the Planning Commission.

243 Students Cooperative societies for the supply of stationery and text books should be organised in high schools.

Not circulated as  
draft  
Recommendation.



# SECTION 20—RULAR INDUSTRIES

(The views of the State Governments of Andhra Pradesh, Bihar, Bombay and West Bengal are preliminary, while those of the rest are final).

Sl. No.	Summary of Recommendations	Govts. whose comments are not available	Govts. which have accepted	Govts. which have not accepted	Views of those in column No. 5	Remarks
2		3	4	5	6	7

244(a) The present approach to the problem, viz. persons passing out of training centres not taking up professions to which they have been trained, has to be revised radically.

Not circulated as a draft Recommendation.



(b) For the furtherance of cottage industries programme steps 1. J. & K. as suggested in para 13.2 2. Madras. 3. Mysore. have to be taken.

1. Andhra Pradesh
2. Assam
3. Bihar
4. Bombay
5. M. P.
6. Orissa
7. Punjab
8. Rajasthan\*
9. U. P.
10. W. Bengal and
11. Central Govt. (Ministry of Commerce & Industry).

*Kerala*: Steps suggested have been discussed in subsequent recommendations. No separate remarks are called for.

\**Rajasthan*: The small scale industries as defined will have no future in the rural areas. These will perforce concentrate in fairly big towns where various economies such as availability of market, power and indigenous skill exist. These should be beyond the purview of the C. D. projects or NES programme.

245 Planned coordination in the working of cottage, village and small scale industries is needed so that they do not cut at and pull down each other.

- Do.
1. Andhra Pradesh
  2. Assam\*
  3. Bihar
  4. Bombay
  5. Kerala
  6. M. P.\*
  7. Orissa
  8. Punjab.
  9. U. P. and
  10. Central Govt.
- (Ministry of Commerce & Industry).

1. Rajasthan
  2. W. Bengal
1. For reasons given in col. 7 of Rec. No. 244.
2. The classification does not appear to be happy. Some of the suggestions, particularly those relating to demarcation of spheres of production, seem to be unworkable.

\*Assam: There has been some overlapping between cottage, village and small scale industries. It will be difficult to distinguish between cottage and village industries. It is therefore, better if specific industries as listed by the Khadi Commission are treated as village industries to be dealt with by the Khadi Commission, while the rest as cottage industries to be dealt with by the Industries Deptt.



\*\*M.P. : Notwithstanding the economic soundness of the proposal and consequently the willingness to implement recommendations, there are several practical difficulties, legal, administrative and economic, which would necessitate caution.

246 An effective programme of collaboration and coordination among various All India Boards should be worked out by pooling funds, personnel, agencies of supervision and inspection to avoid waste and inefficiency.

- Do.
1. Andhra Pradesh
  2. Assam
  3. Bihar
  4. Bombay
  5. Kerala
  6. M. P.
  7. Orissa
  8. Punjab
  9. Rajasthan
  10. U. P.
  11. W. Bengal and
  12. Central Govt.

(Ministry of  
Commerce  
and Indus-  
try).

247 The Govt. should set up pilot schemes in specific industries to demonstrate their economic soundness and technical feasibility.

Do.

1. Andhra Pradesh†
2. Assam‡
3. Kerala.
4. M. P.
5. Orissa
6. Rajasthan\*
7. U. P.
- and
8. Central Govt.

(Ministry of  
Commerce  
and Indus-  
try).

1. Bihar

Govt. has neither the skill nor the resources to run these pilot schemes. Entreprising individuals or cooperatives should be assisted and encouraged for this purpose.

†*Andhra Pradesh*: New industries should be taken up after reviving and resuscitating existing industries.  
‡*Assam*: In selecting the pilot schemes stress on production should be given equally with the stress on the employment of labour.

2. Bombay

Instead of Govt. itself running such pilot schemes, it should render help to the cooperatives or other such organisations.

\**Rajasthan*: The criteria suggested have to be rigidly applied. No industry should be taken till it passes the rigours of these tests without any sentimental consideration.

3. Punjab.

Pilot schemes should be run by statutory cooperative bodies or registered institutions because experience has shown that schemes run under the existing rules do not bring forth successful results.

4. *West Bengal* 4. Reasons not stated.

248 After making an allowance for reasonable subsidy, the cost of the product of the industry should not be more than the market price.

Do.

1. Andhra Pradesh.
2. Assam.
3. Bihar.
4. Bombay
5. Kerala.
6. M. P.
7. Orissa.
8. Punjab.
9. Rajasthan.
10. U. P.
11. W. Bengal and
12. Central Govt.

(Ministry of Commerce and Industry)

249 A number of peripatetic training centres should be opened in rural areas.

Do.

1. Andhra Pradesh.
  2. Assam.
  3. Bombay
  4. Kerala
  5. M. P.
  6. Orissa.
  7. Punjab
  8. U. P.
  9. W. Bengal and
  10. Central Govt.
- (Ministry of Commerce and Industry.)
1. The period of two to three weeks is too short and not likely to be of much value unless it is to be of a very limited improvement and the artisans are technically fairly qualified.
  2. The experience of peripatetic training team has not been happy. Even if village artisans evinces proper interest in the training, he is helpless to make any improvement because he does not possess the tools and machinery which the team is out to demonstrate. There should, therefore,

**Assam:** Subsidy should be given only to those industries which are expected to become self-paying after some time.

**Punjab:** Subsidy should be made available for meeting extra transport charges of raw materials and finished goods.

**Ministry of Commerce and Industry:** Suggestion not practicable in the case of a few village industries like Khadi.

**Andhra Pradesh:** Substantia work can be done only through permanent institutions who can also demonstrate the economics of production also.

**Assam:** Mobile vans carrying improved tools and equipment will be helpful for demonstration purposes.

**Kerala:** It will also be helpful if improved tools and equipments are made available to the village artisans on the instalment system.

**U. P.:** The training period should be fixed with regard to the nature of a particular craft.

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1

be follow-up programme and facilities offered to such artisans who evince interest to purchase the tools and machinery on easy hire purchase term.

The duration of training of 15 days also is far too small. The question of giving some allowance during the training period also needs consideration.

250 Quality control along with provision of credit and marketing facilities and introduction of modern designs is necessary for bringing about considerable expansion of the market.

1. J. & K.
2. Madras.
3. Mysore.

1. Andhra Pradesh.\*
2. Assam@
3. Bihar.
4. Bombay.
5. Kerala.
6. M. P.
7. Orissa.
8. Punjab †
9. Rajasthan.
10. U. P. †
11. W. Bengal †† and Central
12. Govt. (Ministry of Commerce and Industry.).\*\*

\* *Andhra Pradesh*: Proper packing and transport facilities and the nature of demand should also be given due attention.

@ *Assam*: Where cooperatives have not developed sufficiently, Govt. should open emporia for the purpose.

† *Punjab*: Subject to the condition that some statutory hold is enforced to restrict the production of quality goods.

†U. P.: Should not be made applicable in all cases but


tried wherever cooperatives exist.

††W. Bengal.: Direct responsibility of marketing by Govt. does not seem practicable.

\*\*Min. of C. I.: Different Co-operative Societies for various groups of village industries are suggested. The minimum of two distinct groups, one for food processing industries and another for hand-spun and hand-woven textiles appear to be necessary.

\*Andhra Pradesh: Experts should be at the State-level as well as at integrated training-cum production centres. A few extension service centres may also be established.

\*Andhra Pradesh: To ensure that artisans take up to the new methods, the leaders of the profession should be encouraged to experiment upon new methods.

251	There should be technical advisers for each of the rural industries in a district or a part of it or a number of them, depending upon the intensity and the area of the spread of a particular industry.	Do.	<ol style="list-style-type: none"> <li>1. Andhra Pradesh.*</li> <li>2. Assam.</li> <li>3. Bihar.</li> <li>4. Bombay.</li> <li>5. Kerala.</li> <li>6. M. P.</li> <li>7. Orissa.</li> <li>8. Punjab.</li> <li>9. Rajasthan.</li> <li>10. U. P.</li> <li>11. W. Bengal and</li> <li>12. Central Government (Ministry of Commerce and Industry).</li> </ol>		W. Bengal	Reasons not stated.
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252 Guilds or associations of the prominent artisans should be organised in each block.

Do.

Andhra\*  
Pradesh.  
2. Assam.  
3. Bihar.  
4. Bombay@  
5. Kerala.

7

6

5

4

3

2

1

@ *Bombay* : Improvement to be made need not be restricted to only suggestions to be made by artisans, though their views could always be sought for and given due importance.

Not circulated as draft Recommendation.

\* *Assam* : State Govt. should start emporia for the present till suitable cooperatives are organised.

@ *Orissa* : In the absence of Cooperatives, Industries Department should provide these facilities.

*U. P.* : Under consideration of State Govt.

6. M. P.
7. Orissa.
8. Punjab.
9. Rajasthan.
10. U. P.
- and
11. Central Government (Ministry of Commerce and Industry).

- Do. •
1. Assam\*
  2. Bihar.
  3. Bombay.
  4. Kerala.
  5. M. P.
  6. Orissa@
  7. Punjab.
  8. Rajasthan.
  9. W. Bengal and
  10. Central Govt. (Ministry of Commerce and Industry).
- It is not desirable that the work of registration, supervision, and audit of industrial coops should rest with the same authority which handles other cooperatives. It is essential that the control and supervision of industrial cooperatives should be transferred from the Cooperative Department to the Industries Department.

253 A training-cum-production centre, after it has been in existence for some time, should be made over to a local cooperative of artisans.


254 Cooperatives organised to assist artisans in the matter of purchase of raw materials, supply of finance, etc., should also be an integrated part of the general cooperative structure and affiliated to the district cooperative bank or other institutions.

## SECTION 14 : HEALTH

(The views of Mysore Government are preliminary, while those of the rest are final).

Sl. No.	Summary of Recommendations	Govts. whose comments are not available.	Govts. which have accepted.	Govts. which have not accepted.	Views of those in column 5.	Remarks.
1	2	3	4	5	6	7
255	The Medical and Public Health Departments should be combined under a single head at the State, regional and district levels in those States where such integration has not yet taken place.	1. J. & K. 2. Central Govt. (Ministry of Health).	1. Andhra Pradesh.* 2. Assam. 3. Bihar. 4. Bombay. 5. Kerala. 6. M. P. 7. Madras. 8. Mysore** 9. Orissat 10. Punjab. 11. Rajasthan. 12. U. P. 13. W. Bengal			*Andhra Pradesh : Each State to decide its own methods of running Medical and Public Health Deptt. Integration may be tried at taluk level to start with.  **Mysore : May be experimented in one district and if successful, it can be extended.  †Orissa : To be examined further.
256	The traditional but limited skill of the indigenous dais should be put to better use by inducing or compelling them to undergo a brief training.	J. & K.	1. Andhra Pradesh. 2. Assam. 3. Bihar. 4. Bombay.	Kerala.	The training given to dais will not give satisfactory results to suit our standards.	



1	2	3	4	5	6	7
257	The training programme of lady health visitors should include the technique of family planning as an item of study.		5. M. P. 6. Madras. 7. Mysore. 8. Orissa. 9. Punjab. 10. Rajasthan 11. U. P. 12. W. Bengal and 13. Central Govt. (Ministry of Health).	 सत्यमेव जयते		Not circulated as draft Recommendation.
258	The output of the institutions for training lady health visitors should be increased.					Do.
259	All States should ensure that the seats allotted to them in the training centres at Najafgarh, Singur and Poonamallee are always filled by their candidates.	1. J. & K. 2. Central Govt. (Ministry of Health)	1. Andhra Pradesh. 2. Assam. 3. Bihar. 4. Bombay. 5. Kerala* 6. M. P. 7. Madras. 8. Mysore. 9. Orissa.			*Kerala : Doctors cannot be sent for each course due to paucity of funds.

\**Punjab* : Provided fee of Rs. 100 is waived off.

*Mysore, Assam, Madhya Pradesh and Bombay* : Not applicable.

10. Punjab\*\*
11. Rajasthan
12. U. P.
13. W. Bengal

and

Do.

260 The syllabus and the standard of training in all the three institutions must be the same.

Do.

261 Persons who have received orientation training at these centres should be posted to the development blocks.

1. Andhra Pradesh.
2. Assam.
3. Bombay.
4. Kerala.
5. M. P.
6. Madras.
7. Mysore.
8. Orissa.
9. Punjab\*
10. Rajasthan.
11. W. Bengal

1. While they might remain in a block at least for 3 years it should not be made compulsory for Medical Officers to stay in the block throughout their service period.

2. Provision that they should under no circumstances be posted to the urban dispensaries might make recruitment extremely difficult.

\**Punjab* : Agreed subject to right of promotion to higher jobs.

1	2	3	4	5	6	7
262	The State Governments should examine the possibilities to train the staff employed in Health Centres for specialised services relating to malaria, filaria, tuberculosis, leprosy and venereal diseases.	Do.	1. Andhra Pradesh. 2. Assam. 3. Bihar. 4. Bombay. 5. Kerala.* 6. M.P. 7. Madras. 8. Mysore. 9. Orissa.** 10. Punjab. 11. Rajasthan. 12. U. P.*** 13. W. Bengal	Mysore	This Department does not know the efficacy of Ayurvedic medicines.	<p>*<i>Kerala</i> : These diseases cannot be located and hence cannot be entrusted to NES staff. Special staff on an all State-wise basis can also be entrusted to attend to these diseases.</p> <p>**<i>Orissa</i> : Subject to the availability of adequate funds and an increase in the staff of Primary Health Centres.</p> <p>***<i>U. P.</i> : There may be certain administrative difficulties in integrating these services.</p> <p><i>Andhra</i> : Village Health Committee to take up this issue.</p> <p><i>M. P.</i> : Will require further examination.</p> <p>*<i>U. P.</i> : Such survey should be conducted through the agency of Deputy Director (Ayurvedic) who is specialised in this subject.</p>
263	Certain tried and proved indigenous remedies for common ailments handed down by way of family tradition should be collected, examined and their knowledge made widely known.	Do.	1. Assam. 2. Bihar. 3. Bombay. 4. Kerala. 5. Madras. 6. Orissa. 7. Punjab. 8. U. P.* 9. W. Bengal	Mysore	This Department does not know the efficacy of Ayurvedic medicines.	<p>*<i>U. P.</i> : Such survey should be conducted through the agency of Deputy Director (Ayurvedic) who is specialised in this subject.</p>
264	Improvement of the existing houses in rural areas by increasing ventilation and by making them more liberal should be effected.	Do.	1. Andhra Pradesh. 2. Assam. 3. Bihar. 4. Bombay. 5. Kerala. 6. M. P. 7. Madras.	Mysore		

8. Mysore.
9. Orissa.
10. Punjab.
11. Rajasthan.
12. U. P.
13. W. Bengal.

Do.

265 Community cattle sheds should be built so that cattle are segregated from the living population and kept outside or on the border of the village.

1. Andhra Pradesh.
2. Assam.
3. Bihar.
4. Bombay.
5. Kerala.
6. M. P.
7. Madras.
8. Mysore.
9. Orissa\*
10. Rajasthan.
11. U. P.
12. W. Bengal

*Punjab.* : Not applicable.

\**Orissa.* : Not practicable except in tribal areas.



SECTION 15 : *Primary Education*

(The views of the Government of Bihar, West Bengal, Andhra, Bombay and the Ministry of Education are preliminary, while those of the rest are final).

Sl. No.	Summary of Recommendations	Govts. whose comments are not available	Govts. which have accepted	Govts. which have not accepted	Views of those in column No. 5	Remarks
1	2	3	4	5	6	7
266	Provision for primary education in C. D./N. E. S. schemes should be used to supplement allotments of the states to strengthen existing schools except in educationally backward areas.	1. J. & K. 2. Kerala. 3. Madras 4. Mysore.	1. Andhra Pradesh. 2. Assam. 3. Bihar. 4. Bombay. 5. M. P. 6. Orissa. 7. Punjab 8. Rajasthan 9. U. P. 10. W. Bengal and 11. Central Govt. (Ministry of Education).			
267	The unit of educational administration should be identical with the block.	1. J. & K. 2. Kerala. 3. Madras. 4. Mysore.				

9. U. P.  
10. W. Bengal  
and  
11. Central Govt.  
(Ministry of  
Education)

268 Each block should have an Education Sub-Committee of Block Advisory Committee and later of panchayat samiti responsible for the maintenance and working of schools.

- Do  
1. Andhra Pradesh.  
2. Assam\*  
3. Bihar.\*  
4. M. P.  
5. Orissa.†  
6. Punjab.  
7. Rajasthan.  
8. W. Bengal  
9. U. P.† and  
10. Central Govt.  
(Ministry of Education)

269 At least blocks should be provided with necessary funds and trained personnel to achieve the immediate goal of introducing free and compulsory primary education.

- Do  
1. Andhra Pradesh.  
2. Assam.  
3. Bihar.\*  
4. Bombay.†  
5. Punjab.  
6. Rajasthan.  
7. U. P.†  
8. W. Bengal and  
9. Central Govt.  
(Ministry of Education\*\*.)

\*Assam : Provided formation of panchayats is agreed upon.  
@Bihar : To the extent that it does not conflict with the functions of the Statutory district Planning Committee.

†Orissa : For primary schools only.

‡U. P. : The recommendation will have to wait consideration until the panchayat samiti is constituted. It is felt, however, that it may not be possible initially to entrust the suggested functions to it.

\*Bihar : Subject to financial provision being made available.  
†Bombay : Do.

‡U. P. : It will not be possible to introduce it immediately in all C. D. blocks. The possibility of introducing it in some of them will be examined.

\*\*Ministry of Education : This may not be possible in several community development areas.

1. Considering the educational backwardness of this state it would not be practicable to have free and compulsory education during the current plan period in all C. D. Blocks. Hence free and compulsory primary education cannot be prescribed as a minimum target.



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2. Orissa . 2. In Orissa, 30% of the children of the age group 6-11 attend school and any attempt for free and compulsory education in the block areas is likely to end in failure. A more reasonable target is to double the percentage of schoolgoing children in a particular area during the Second Five Year Plan period.

270 Residential accommodation for I. J. & K. women teachers should be provided.

1. Andhra  
2. Pradesh.  
3. Bihar.  
4. Bombay†  
5. M. P.  
6. Orissa.  
7. Punjab.  
8. Rajasthan.  
9. U. P. †  
10. W. Bengal and

11. Central Govt.  
(Ministry of Education).

\* Assam : Subject to availability of finance.

† Bombay. Do.

\* U. P. : At present no funds are available from any source for this purpose and unless position in this regard changes, it will remain a pious recommendation.

Not circulated as a draft Recommendation.

271 Blocks where special stress is laid on social education would be the best for promulgating order regarding compulsory education.

272 It should be the function of Gram Sewika and of Gram Sewak to persuade people to send their children to schools in areas where primary education is not compulsory.

Do.

1. Andhra Pradesh.
2. Assam.
3. Bihar.
4. Bombay.
5. M. P.
6. Orissa.
7. Punjab.
8. Rajasthan.
9. U. P.
10. W. Bengal and Central Govt.
11. (Ministry of Education).

273 State Governments should clarify their policies in regard to opening of basic schools in rural and urban areas.

Not circulated as a draft Recommendation.

274 The State should endeavour to convince people that basic schools are superior type schools.

This recommendation was not numbered in the previous draft recommendation by us. No State has expressed any differing views on it.

275 Training staff and proper equipment should be provided in basic schools.

Do.

1. Andhra Pradesh.
2. Assam.





7

6

5

4

3

2

1

\*Orissa : Public schools have already got trained men and equipment .

3. Bihar
4. Bombay
5. M. P.
6. Orissa\*
7. Punjab
8. Rajasthan
9. U. P.
10. W. Bengal
11. Central Govt. (Ministry of Education)

276 Two years' training course for 1. J. & K. basic teachers in States, where it is for one year only, is necessary. 2. Kerala 3. Madras 4. Mysore

1. Andhra
2. Assam
3. Bihar
4. M. P.
5. Orissa
6. Punjab
7. Rajasthan
8. U. P.\* and
9. Central Govt. (Ministry of Education)

1. Bombay
2. W. Bengal

\*U.P. : It will however have to be examined whether it can be done with the available resources and without accentuating the shortage of trained teachers.

1. No reasons stated.  
2. Do.

## SECTION 16.—SOCIAL EDUCATION

(The views of the Govts. of Bihar, W. Bengal, Andhra, Bombay and the Min. of Education are preliminary, while those of the rest are final.)

Sl. No.	Summary of Recommendations	Govts. whose comments are not available	Govt. which have accepted	Govts. which have not accepted	Views of those in column No. 5	Remarks
1	2	3	4	5	6	7
277	The aim of social education should be (a) to acquaint people of the meaning of citizenship and the way democracy functions, (b) to induce citizens to learn how to read and write, (c) to impart proper training for refinement of emotions and (d) to instil a spirit of toleration among citizens.	1. I. & K. 2. Kerala 3. Madras 4. Mysore	1. Andhra Pradesh* 2. Assam 3. Bihar 4. Bombay 5. M. P. 6. Orissa 7. Punjab 8. Rajasthan 9. U. P. 10. W. Bengal. and 11. Central Govt. (Ministry of Education)			* <i>Andhra Pradesh</i> : (a) all these cannot be achieved with the present financial position; (b) too much emphasis should be avoided; (c) this has not been a success as it should have been because it has not been possible for workers to live upto it.
278	The services of S. E. O. should also be utilised in developing public opinion against existing social evils,	Do.	1. Andhra Pradesh. 2. Assam 3. Bihar* 4. Bombay 5. M.P. 6. Orissa 7. Punjab 8. Rajasthan			** <i>Bihar</i> : S.E.Os. must be supplied with literature on these subjects and these social evils should be highlighted in as unobstrusive manner as possible, yet bringing these forcefully to the notice of the people concerned.

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9. U. P.  
10. W. Bengal.

and  
II. Central Govt.  
(Ministry of  
Education.)

279 Specialist staff at the district and state levels may be provided to  
1. J. & K.  
2. Kerala  
3. Madras  
4. Mysore  
and a separate section under the Joint Director of S.E. opened in the Department of Education.

I. Andhra Pradesh\*  
2. Bihar  
3. Bombay  
4. M. P.  
5. Orissa\*\*  
6. Punjab  
7. Rajasthan  
8. U. P.  
9. W. Bengal.  
and  
10. Central Govt.  
(Ministry of Education.)

Not agreed as a Social Education Officer in Class I of Assam Education Service under D.P.I. has been put in charge of the department.

*Andhra Pradesh* : The recommendation that a separate section of the department of education may be opened under a joint director of social education is not accepted.

*Orissa*: There should be separate officer for social education in Class I service.

280 The S.E.O. deserves to be assigned a definite position in the education department.

Do.

1. Andhra Pradesh  
2. Assam  
3. Bihar  
4. Bombay  
5. M. P.  
6. Punjab  
7. Rajasthan  
8. U. P.\*  
and  
9. W. Bengal  
and  
10. Central Govt.  
(Ministry of Education.)

Orissa

At present it is not possible to assign S.E.Os. a cadre in the Education Department. The details are being examined.

*U.P.*: Acceptable in principle. But practical difficulties such as the basic qualification of S. E. O. shall have to be examined and solved. Implementation will be possible only by stages.

281 There should be close contact between S. E. O. and the Gram Sewaks who should take keen interest in all social education activities.

Do.

1. Andhra Pradesh
2. Assam
3. Bihar
4. Bombay
5. M. P.
6. Orissa
7. Punjab
8. Rajasthan
9. U. P.
10. W. Bengal and
11. Central Govt. (Ministry of Education.)

282 The teachers to be utilised in programmes of social education should be given two months' training in methods of extension and principles of social education etc. Such teachers should be given monthly allowance for their work in this field.

Do.

1. Andhra Pradesh\*
2. Assam
3. Bihar\*\*\*\*
4. Bombay
5. M. P. \*\*
6. Orissa\*\*
7. Punjab
8. Rajasthan
9. U. P. \*\*\*
10. W. Bengal and
11. Central Govt. (Ministry of Education.)



\* *Andhra Pradesh* : Arrangements for deputation allowance and substitutes should be made.

\*\* *Orissa* : The training course should be adjusted keeping in view the vacations and local conditions.

\*\*\* *U. P.* : One month would be enough and that too funds permitting. As regards allowance, financial implications have to be examined.

\*\*\*\* *Bihar* : The village teachers may receive training preferably in a Janta College. But such trained teachers can be entrusted with S.E. work only if the centres are located at their headquarters.

\*Orissa : He should not be given more than two hours' work in a day beyond his school hours.

1. J. & K.
2. Kerala
3. Madras
4. Mysore

283 Village teachers may be utilised by S.E.Os. in their programme of work.

1. Andhra Pradesh
2. Assam
3. Bihar
4. Bombay
5. M. P.
6. Orissa\*
7. Punjab
8. Rajasthan
9. U. P.
10. W. Bengal and
11. Central Govt. (Ministry of Education.)

284 Village leaders should be enlisted in the effort to impart social education.

Do.

1. Andhra Pradesh
2. Assam
3. Bihar
4. Bombay
5. M. P.
6. Orissa
7. Punjab
8. Rajasthan
9. U. P.
10. W. Bengal and
11. Central Govt. (Ministry of Education.)

285 The S.E.O. should identify potential village leaders and assist them in accepting the

Do:

1. Andhra Pradesh
2. Assam

responsibilities of leadership  
for improving community life.

286 The use of the term 'leader' and  
'leadership' may be avoided.

Do.

3. Bihar
4. Bombay
5. M. P.
6. Orissa
7. Punjab
8. Rajasthan
9. U. P.
10. W. Bengal
- and
11. Central Govt.  
(Ministry of  
Education.)

1. Andhra Pradesh
2. Assam
3. Bihar
4. Bombay
5. M. P.
6. Orissa
7. Punjab
8. Rajasthan
9. U. P.
10. W. Bengal
- and
11. Central Govt.  
(Ministry of  
Education.)

Do.

287 S. E. O. should seek co-operation of members of co-operative societies and help progressive villagers to join them where they do not exist.

1. Andhra Pradesh
2. Assam
3. Bihar
4. Bombay
5. M. P.
6. Orissa
7. Punjab
8. Rajasthan
9. U. P.
10. W. Bengal
- and
11. Central Govt.  
(Ministry of  
Education.)



It is unlikely that village teacher or panchayat secretary will be available for the purpose. It should be possible, however to utilise the services of an adult teacher or a youth leader on payment of small honorarium.

U. P.

1. Andhra Pradesh
2. Assam
3. Bihar
4. Bombay
5. M. P.
6. Orissa
7. Punjab
8. Rajasthan
9. W. Bengal and
10. Central Government (Ministry of Education).

288 Village teacher or panchayat secretary where paid may be utilised after proper training in initiating new activities at the centre, so that the interest of villagers is sustained.

1. Jammu & Kashmir
2. Kerala
3. Madras
4. Mysore

Do.

289 Vikas Melas, Shibirs for training camps for villagers' campaigns or drives for different activities may be utilised as supplementary activities requiring day to day participation by the villagers.

1. Andhra Pradesh
2. Assam
3. Bihar
4. Bombay
5. M. P.
6. Orissa
7. Punjab
8. Rajasthan
9. U. P.
10. W. Bengal and
11. Central Government (Ministry of Education)

290 S. E. Os. should pay increasing attention to youth clubs and encourage village youths to participate in specific projects of work.

Do.

1. Andhra Pradesh
  2. Assam
  3. Bihar
  4. Bombay
  5. M. P.
  6. Orissa
  7. Punjab
  8. Rajasthan
  9. U. P.
  10. W. Bengal and
- II. Central Government (Ministry of Education).



सत्यमेव जयते

291 Project activities should be evolved according to the genius of the area; activities in which people themselves have initiative should receive greater emphasis.

Do.

1. Andhra Pradesh
  2. Assam
  3. Bihar \*
  4. Bombay
  5. M.P.
  6. Orissa
  7. Punjab
  8. Rajasthan
  9. U. P.
  10. W. Bengal and
- II. Central Government (Ministry of Education)

\* Bihar : In addition, Rameswari Kathas should also be revitalised. Some other programmes should be devised to fit in with the local needs of the people.



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292 Cultural teachers and reformers may be utilised in educating the masses.

1. Jammu & Kashmir
2. Kerala
3. Madras
4. Mysore

1. Andhra Pradesh
2. Assam
3. Bihar
4. Bombay
5. M. P.
6. Orissa
7. Punjab
8. Rajasthan
9. U. P.
10. W. Bengal and

II. Central Government (Ministry of Education)



293 Suitable books should be prepared for village adults and proper methods of teaching evolved and imparted to the village teacher.

Do.

1. Andhra Pradesh
2. Assam
3. Bihar
4. Bombay
5. M. P.
6. Orissa
7. Punjab
8. Rajasthan
9. U. P.
10. W. Bengal and
11. Central Government (Ministry of Education)

294 Literacy programme should be drawn up separately for men and women after a preliminary survey of adult illiterates, and camps and intensive drives organised extensively in all blocks.

Do.

1. Andhra Pradesh  
2. Assam \*  
3. Bihar (partly)  
4. Bombay  
5. M. P.  
6. Orissa  
7. Punjab  
8. Rajasthan  
9. Uttar Pradesh  
10. W. Bengal and  
11. Central Government (Ministry of Education)\*\*

Bihar (partly)

Does not agree with the latter part relating to literacy camps and drives. Reasons not stated.

\* Assam : Provided suitable arrangement for follow-up is made.

\*\* Ministry of Education : Such devices, although useful in creating an atmosphere of enthusiasm, cannot take the place of regular adult classes or schools.

295 Lest neo-literates relapse into illiteracy, follow-up programmes should be worked out.

Do.

1. Andhra Pradesh  
2. Bihar \*  
3. Bombay  
4. M.P.  
5. Orissa \*\*  
6. Punjab  
7. Rajasthan  
8. U. P.†  
9. W. Bengal and  
10. Central Government (Ministry of Education).

Assam

Not practicable as the S.E.O. is a non-technical man.

Not circulated as a draft Recommendation.

\* Bihar : But funds are not available for the purpose.

† Uttar Pradesh : Projectors are provided only in C. D. blocks. It is not possible to provide all NES blocks with them.

\*\* Orissa : Details will be examined.

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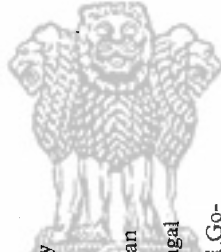
2

1

297 Village leaders should be asked to broadcast talks ; discussions during rural camps etc. should also be recorded and broadcast.

1. Jammu & Kashmir
2. Kerala
3. Madras
4. Mysore
1. Andhra Pradesh
2. Assam
3. Bihar
4. Bombay
5. M.P.
6. Orissa
7. Punjab
8. Rajasthan
9. U.P.
10. W. Bengal and

11. Central Government (Ministry of Education)



## Appendix 6

### DISTRIBUTION OF DEVELOPMENT FUNCTIONS BETWEEN VILLAGE PANCHAYATS AND PANCHAYAT SAMITIS

The governing consideration in distributing the functions between the village panchayats, the panchayat samitis and the zila parishad will generally be that all the functions concerning a village within the jurisdiction of a village panchayat should be the responsibility of the village panchayat except for the functions involving similar interests of more than one village panchayat; these should be the responsibility of the panchayat samiti. Similarly, such functions of the panchayat samiti as may involve more than one panchayat samiti should be the responsibility of the zila parishad. The allocation of functions to these three bodies will be on the following lines, subject to such modifications and adjustments as local conditions in each State may necessitate.

#### I. Village Panchayat

(1) Provision of water supply for domestic use; maintenance of all sources of drinking water in proper sanitary and disinfected condition.

(2) Sanitation: Construction of drains, soakage pits, lanes, village streets within the panchayat jurisdiction, public latrines, etc., D.D.T. spraying, cleaning of public streets, drains, public latrines, etc.

(3) Maintenance of the panchayat roads, culverts, bridges, lanes, latrines, etc.

(4) Improved housing: Propagation of ideas connected with improved housing; encouraging people to undertake improved housing, installation of smokeless chulahs, ventilators, construction of sanitary latrines and separate cattle sheds, etc.

(5) Health education: Assisting the health staff at the block and the district levels in organising and implementing health education programmes within the panchayat area.

(6) Land management: Maximum utilisation of all land, management of hats, cattle ponds, etc.

(7) Supervision of primary schools.

(8) Organisation of welfare activities among women and children and among illiterate sections of the community.

(9) Welfare of backward classes.

(10) Collection of statistics and maintenance of records, including records relating to cattle.

(11) Acting as the agent of the panchayat samiti for executing schemes of development that may be entrusted to it from time to time.

(12) Collection of all taxes which it imposes and of such taxes as are imposed by the panchayat samiti or by the State Government and of which the power of collection is delegated to the village panchayat.

(13) Such functions as are specifically delegated to it or otherwise approved by the panchayat samiti.

## II. Panchayat Samiti

(1) Development of agriculture: Seed improvement including its procurement and distribution; procurement, distribution and popularisation of improved manures and fertilizers, agricultural implements, compost making and improved agricultural practices; provision of agricultural finance with the assistance of the Government and of the cooperative banks; construction of minor irrigation works through the village panchayats as well as direct; popularisation of horticultural practices and fruit and vegetable cultivation; measures for encouraging soil conservation, land reclamation, plant protection, tree plantation and cane development, etc.

(2) Improvement of cattle, sheep, goats and poultry; popularisation of the use of veterinary services, cattle inoculation facilities, castration on scientific lines, artificial insemination, etc.

(3) Promotion of local industries.

(4) Supply of drinking water.

(5) Public health and sanitation.

(6) Medical relief.

(7) Relief of distress caused by floods, drought, earthquake, scarcity, locust swarms, etc.

(8) Arrangements in connection with local pilgrimages and festivals.

(9) Construction, repair and maintenance of roads within the jurisdiction of panchayat samiti, but other than village panchayat roads.

(10) Management and administrative control of primary schools.

(11) Organisation of welfare activities among women and children and according to their felt needs and execution capacities.

(12) Welfare of backward classes.

(13) Fixation of wages under the Minimum Wages Act for non-industrial labour.

(14) Collection of statistics and maintenance of records.

(15) In States where the district boards or janpad sabhas have undertaken the management of high schools, these can be transferred to the panchayat samiti concerned.

(16) To approve the budget of the village panchayats and their proposals regarding undertaking development activities out of the above list according to their felt needs and execution capacities.

(17) In due course, such other functions as the development of small forests, the maintenance of watch and ward ~~establishment~~, excise ~~etc.~~ may also be entrusted to the panchayat samiti.

(18) To act as agent of the State Government, in executing special schemes of development, collecting taxes imposed by the State or other activities which may be delegated to this body by the State Government.

### III. Zila Parishad

(1) To examine and approve the budgets of the panchayat samitis

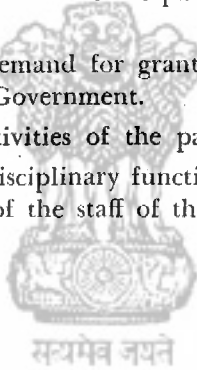
(2) To distribute the funds allotted for the district as a whole between the various panchayat samitis.

(3) To coordinate and consolidate the panchayat samiti plans, annual as well as quinquennial.

(4) To consolidate the demand for grant for special purposes by the samitis and forward to the Government.

(5) To supervise the activities of the panchayat samitis.

(6) To perform certain disciplinary functions (vide Appendix 7) in regard to specified categories of the staff of the panchayat samiti.



## Appendix 7

### A NOTE ON THE DISCIPLINARY CONTROL OF THE STAFF OF THE PANCHAYAT SAMITI

It has been proposed that the panchayat samiti have two sets of officers, that is, those at the block level and those at the village level. The former will include the chief officer or the executive officer and various technical officers in charge of agriculture, roads and buildings, education, public health, etc. Officers of this category will be drawn from the corresponding state cadres and will be lent to the panchayat samiti by the State Government and will be transferable by the Government or by the Heads of Departments. The other category comprising of village officers like the V.L.W., the primary school teacher etc., will be recruited by the zila parishad and appointed by the panchayat samiti on terms similar to those suggested for the block level officers. The question that would now arise is what disciplinary powers will be vested in the panchayat samiti in regard to these borrowed officers. Since the service under the panchayat would be considered Government service, it will be necessary to prescribe the terms of their service with the samiti. These terms should include a provision to the effect that the major penalties such as dismissal, removal, reduction in rank, compulsory retirement, would be imposed only by the competent appointing authority. The panchayat samiti as the borrowing employer may have the power to impose minor penalties like censure, withholding of increment etc., with the prior approval or consent of the zila parishad which may be considered as the next higher authority for the purpose of appeal also.

2. The village level employees are to be recruited by the zila parishads and assigned to the various panchayat samitis who will appoint them. As the appointing authority, the samiti will have full disciplinary control over these employees, but as a safeguard against victimization, which is inevitable to some degree, it shall be laid down that the panchayat should not impose any major penalty without the prior approval of the zila parishad who may be constituted as the next higher authority for disciplinary matters. A further appeal or revision to the Board of Revenue or the Commissioner, as may be found convenient, can also be provided for. Since the zila parishad as a whole cannot meet very frequently and would not, perhaps, have the time to deal with the disciplinary cases, it would be advisable to constitute a sub-committee of the parishad which may be called the "Establishment Committee" for dealing with such cases. This Committee should be composed of

three members, of which one should be the collector or his nominee, and one a representative of the technical department to which the official is attached.

3. Self-Government must mean good and efficient Government for the people. One of the major problems of Local Government is to ensure that while the services are fully protected against personal motives and vagaries of pressure groups within the local frame-work and are assured of reasonable security and service prospects, they are of the right calibre and are amenable to popular control. It would be necessary to draw up a comprehensive code on the lines of Civil Service Regulations for application to all classes of panchayat samiti employees. These employees should enjoy the same security as is enjoyed by Government servants, and for this purpose, before any disciplinary action involving a major penalty is taken against a panchayat employee, he should be given adequate opportunity to tender an explanation in his defence. Model scales of pay for various classes of Local Bodies' Employees should be prescribed for adoption by the panchayat samitis and essential qualifications should be laid down for all categories of staff.





## Appendix 8

### POOLING OF DEVELOPMENTAL STAFF AT THE VILLAGE LEVEL IN DIFFERENT STATES AND ITS FINANCIAL IMPLICATIONS

It has been suggested that the employees of various departments working at the village level should, wherever possible, be pooled together so that the funds available may be used to increase the number of Gram Sewaks. The existing situation of the departmental workers at the village level in different States has been shown in Annexure I, together with the funds that will be available by such pooling. Wherever the panchayat secretaries are paid by the local bodies, they have not been pooled. Where, however, they are paid by Government, they have been pooled and it has been assumed that on the analogy of the other States, such States too may consider the possibility of getting these workers paid by local bodies.

2. Out of the 14 States, the requisite data in questionnaire IV have not been received from Andhra Pradesh and Madhya Pradesh, while the information in respect of Madras seems to be incomplete as per remarks in Annexure I. Not all the States replied to questionnaire II in full, such as Mysore, Punjab and Rajasthan. A cross-checking of the data in respect of all the States has therefore not been possible.

3. The information in Annexure I has been consolidated in Annexure II. Since the pay scales of the Gram Sewaks vary from State to State, the existing pay scales in each State have been taken as the standard for the conversion of the savings from pooling into Gram Sewak units.

4. In view of the incomplete nature of the data, the calculations attempted in the Annexures are just illustrative and give broad indications of the lines on which the States themselves may work out the extent to which pooling may possibly be done. On the basis of the available data, as shown in Annexure II, the following conclusions emerge:

- (i) Assam, Bihar, Jammu and Kashmir, Kerala, Uttar Pradesh and West Bengal will not only be in a position to meet the one-

- fourth cost of the staff of the existing N.E.S. pattern, but they may also offset the cost of additional staff to varying extents.
- (ii) Orissa and Punjab will just be on the border line in meeting even the cost of one-fourth of the staff of existing N.E.S. pattern.
  - (iii) Bombay, Madras, Mysore and Rajasthan will be almost half-way below this mark, although complete data for Madras may bring it to category (i).
  - (iv) Andhra Pradesh and Madhya Pradesh, from which the requisite data have not been received may also fall in category (i), if judged according to the staffing pattern of the staff of the non-N.E.S. budget, but nothing can be said about these States with certainty.
5. The proposal regarding the abolition of the posts of Woman S.E.O. from the existing N.E.S. and I.D. Blocks and of the Gram Sewikas from some of the I.D. Blocks will result in some savings which will not only augment the savings in all the States, but is also likely to push up Orissa and Punjab to category (i).
6. The case of Madras will require further detailed examination on account of incomplete data furnished, while that of Bombay has been discussed further in paras 9-10.
7. Another major source of savings through pooling is the pooling of the staff at the block level, since in every State considerable staff at the block (or group) level exists which is just a duplication of the block staff for the same purpose. An indication of the scope of savings from this source has been given in Annexure III. The institutional set-up under various departments in each State and the priorities in respect of different sectors of development activity vary considerably from State to State. It will be for the States themselves to see how much of the departmental staff at the block level is essential in addition to the prescribed number of extension officers in each Block and to assess how far the expenditure on such surplus staff can be diverted to posting the requisite staff in each block according to the Team's Recommendations (*vide* Annexure V to Note on Financial Implications of Team's Recommendations in Vol. I, part II, page 169).

8. The data received from the States in questionnaire IV are based on the assumption that the entire country will be covered with blocks by March 31, 1961. Although a sizeable majority of the workers on the non-N.E.S. budget will already be in position on March 31, 1958 and a much smaller proportion is proposed to be appointed during the period 1958-61, yet the potential savings through pooling have been divided by the total number of blocks at the time of the total coverage of the country with blocks, since the non-N.E.S. staff of the block as well as the non-block areas at any stage cannot be pooled up to augment the resources in the block areas only for obvious reasons.

9. During the course of its discussions with the State Governments on its draft recommendations, the Team had occasion to further examine the staff pattern in the former Bombay State. It has been ascertained that before the coming in of the NES set-up, the following officials used to work at the village level in that State:

*A. Revenue:*

- (a) *Talati*.—Twenty per Taluka with about 5 villages each as his circle of operation.
- (b) *Circle Inspector*.—Three to five per Taluka.
- (c) *Circle Officer*.—One per Taluka.

*B. Agriculture:* Three to four Agricultural Assistants per Taluka apart from those connected with the institutions.

*C. Co-operatives:* One Co-operative Supervisor per Taluka.

*D. Health:* One or two Vaccinators per Taluka.

10. After the coming in of the NES set-up, 12 to 15 Gram Sewaks were appointed in each Taluka-cum-Block in replacement of the Circle Inspectors, the Agricultural Inspectors and the Co-operative Supervisors, all of whom are in the same grade of pay scales. Thus the expenditure incurred formerly on 9 to 10 departmental workers was saved through pooling of these workers. Under the revised staffing pattern (*vide* Annexure V, Vol. I, Part II, page 169) according to Team's recommendations, however, the only staff that can be pooled is the Agricultural Assistants, three to four in number per block. This means a proper pooling will give 3 to 4 more Gram Sewaks per block over and above those referred to in

para 4 (iii). The possibilities of this source have not been shown in Annexures I and II for two reasons: Firstly, although these workers continue to exist in the non-block areas all over the State, the necessary data have not been reported by the State in questionnaire IV. Secondly, the Team has made separate recommendations regarding the set-up in Bombay blocks (*vide* Vol. I, paras 5.17, 5.18 and 2.12). The staffing pattern in each of the remaining four constituent units of the Bombay State, namely, Saurashtra, Kutch, Vidarbha and Marathawada, is different at the village level. In Saurashtra and Kutch, for example, there are as many as 80 to 90 panchayat secretaries per block on Government roll, while there are none in Vidarbha. In the absence of complete data, however, it is not possible to work out with precision as to how far pooling of these workers is possible and what further savings can accrue to enable the cost of additional staff under the revised staffing pattern to be met. It will be for the State itself to examine the matter in greater detail.



# Annexure I

## Pooling of Departmental Staff at Village Level in different States and its Financial Implications

(Source :—Replies by States to Questionnaire IV)

Sl. No.	Designation of Workers	Pay scale of per month (Rs.)	Average cost per month per head (Rs.)	No. in position on 31-3-58	Total cost of Nos. in Col. (5) (5) × (4) (Rs.)	Nos. to be recruited during 1958-59	Total cost per month of Nos. in col. (7) (7) × (4) (Rs.)	Grand total cost per month (8) + (6) (Rs.)	Remarks.
1	2	3	4	5	6	7	8	9	10
1	Andhra*	..	..	..	..	..	..	..	*Data not available. The replies to questionnaire II show that there are Agl. Supervisors, Veterinary Field Assistants, Vet. Compounders, Panchayat Extension Officers and Cooperative Supervisors at the village level.
2	Assam	..	..	..	..	..	..	..	†Not to be pooled.
	Agl. Supervisors	75-125	100	6	000	..	..	600	
	Agl. Demonstrators	60-100	80	606	48,480	88	7,040	55,520	
	Assistant Agl. Inspt.	75-125	100	332	33,200	..	..	33,200	
	Vaccinators†	35-45 } 40-60 }	45	72	..	..	..	..	
	Health Assistants	50-90	70	81	5,670	..	..	5,670	
	R. P. Assistants	75-100	87.5	429	37,538	..	..	37,538	
	P. P. Secretaries	50 (fixed)	50	2,811	140,550	..	..	140,550	
	TOTAL				266,038		7,040	273,078	

\*Data not available. The replies to questionnaire II show that there are Agl. Supervisors, Veterinary Field Assistants, Vet. Compounders, Panchayat Extension Officers and Cooperative Supervisors at the village level.

†Not to be pooled.

## 3 Bihar

Agl. Supervisors†	150-350	253	..	321	..	..
Cane Supervisors	50-90	196	1,120	..	..	1,120
Veterinary Stockmen	28-40	34	1,068	706	24,004	60,316
Health Assistants	40-60	50	290	..	..	14,500
Panchayat Secretaries	40	9,000	360,000	3,000	120,000	480,000
Cooperative Supervisors†	100-190	145	522	300	..	..

## TOTAL

411,932 144,004 555,936

## 4 Bombay†

Veterinary Stockmen	55-140	97.5	171	16,673	588	57,230	73,903
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†No other departmental workers have been reported to exist. The Panchayat Secretaries are on the pay roll of local bodies and cannot therefore be pooled. Please see note in the Appendix.


## 5. Jammu &amp; Kashmir\*\*

Panchayat Secretary	N.A.	80	990	79,200	..	..	79,200
---------------------	------	----	-----	--------	----	----	--------

\*\*The pay scale of Rs. 60-100 for the Gram Sewak has been assumed to be the pay scale of the Panchayat Secretary also.

## 6 Kerala

Agl. Demonstrators	40-120	80	41	3,280	110	8,800	12,080
	40-100	70	405	28,350	..	..	28,350
	90-190	115	5	..	1	..	..

I	2	3	4	5	6	7	8	9	10
<div> <div>  <p>सत्यमेव जयते</p> </div> <div> <p>*Data for other workers not reported. Replies to Questionnaire II show that there are Agl. supervisors, Agl. Inspectors, Veterinary Stockmen, Panchayat Secretaries &amp; Vaccinators also, all of whom except the vaccinators can be pooled.</p> <p>*Data seem to be incomplete, since replies to Questionnaire II show that there are other workers too such as (a) Sewaks, Alg. Inspectors, Veterinary Field Assistants, Veterinary Stockmen, Health Assistants and (b) Cooperative Supervisors, Weaving Demonstrators and Forest Supervisors etc. The workers under (a) can be pooled,</p> </div> </div>									
Veterinary Stockmen		40-100	70	247	17,290	101	7,070	24,350	
Health Assistants		40-100	70	682	47,740	68	4,760	52,500	
Coop. Supervisors†		30-45 40-80 50-100	57.5	83	..	25	..	..	
TOTAL					96,660		20,630	117,290	
<b>7. Madhya Pradesh*</b>									
Cooperative Supervisors		70-120	95	24	..	10	..	..	
<b>8. Madras*</b>									
Agricultural Fieldman		45-60	52.5	126	6,615	207	10,868	17,483	
Livestock Inspectors		90-160	125	109	..	337	..	..	
Panchayat Secretaries		80-100 100-120	100	284	..	..	..	..	
Demonstration Mais-tries		20-30	25	512	12,800	828	20,700	33,500	
TOTAL					19,415		31,568	50,983	

## 9. Mysore

There are panchayat Secretaries also on the roll of local bodies, data for whom have not been reported nor can that be pooled.

Animal Husbandry	50-120	85	515	43,775	172	14,620	58,395
Demonstrators	.						
Coop. Supervisors†	75-180	127.5	116	..	149	..	..
TOTAL				43,775		14,620	58,395

## 10. Orissa

Agl. Supervisors	150-250	200	215	..	75	..	..
Vet. Stockmen	50-90	70	822	57,540	366	25,620	83,160
Organiser (Gram Panchayat)	175-380	277.5	18	4,995	..	..	4,995
Supervisor (")	120-250	185	55	10,175	..	..	10,175
Panchayat Secretary	40@	40@	1,600	32,000	744	14,880	46,880

@Only half the cost is met by the State which alone has been accounted for.

## TOTAL

72,710 40,500 145,210

## 11. Punjab

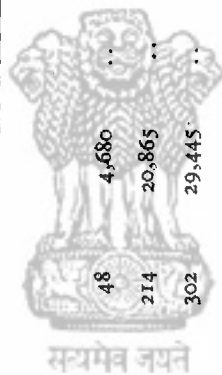
Data regarding Panchayat Secretaries not reported. They are paid by local bodies and can not therefore, be pooled. \*Data not reported nor is it meant to be pooled.

Agl. Sub. Inspectors	45-100	72.5	291	21,098	..	..	21,098
Veterinary Stockmen	75-125	100	419	41,900	183	18,300	60,200
Vaccinators*	..	..	..	..	..	..	..
TOTAL				62,998		18,300	82,298



	1	2	3	4	5	6	7	8	9	10
<b>12. Rajasthan</b>										
Veterinary Stockmen .			60-130	95	144	13,680	254	24,130	37,810	
Surveyor .			80-200	140	19	2,660	..	..	2,660	
Compounders†			60-130	95	50	..	..	..	..	
<b>TOTAL</b>						16,340		24,130	40,470	

Data regarding Panchayat Secretaries not reported. They are paid by local bodies and can not therefore be pooled.



### 13. Uttar Pradesh

Agl. Supervisors .	75-120	97.5	48	4,680	..	..	..	4,680	
Agl. Demonstrators .	75-120	97.5	214	20,865	..	..	..	20,865	
Asstt. Agl. Inspectors .	75-120	97.5	302	29,445	..	..	..	29,445	
Cane Supervisors†	75-120	97.5	230	..	..	..	..	..	
Veterinary Stockmen	45-80	62.5	1,672	104,500	313	19,563	124,063		
Vaccinators†	35-70	52.5	818	..	..	..	..	..	
Panchayat Secretaries .	50-75	62.5	8,543	533,938	..	..	..	533,938	
Coop. Supervisor†	75-120 } 40-80 }	80.75	3,250	..	2,950	..	..	..	
P.R.D. Zone Workers	45-80	62.5	800	50,000	..	..	..	50,000	
<b>TOTAL</b>				743,428		19,563		762,991	

## 14. West Bengal

Agl. Demonstrators . 50-80	65	284	18,460	..	..	18,460
Veterinary Stockmen . 30-45	37.5	156	5,851	..	..	5,851
Vaccinator† . 30-45	37.5	8	..	..	..	..
Health Assistants . 55-100	72.5	853	61,843	120	8,700	70,543
Anchal Secretaries (Panchayat Secretaries) 50-80	65	584	37,960	1,900	123,500	161,460
Veterinary Field As- sistants*	..	..	..	..	..	..
Coop. Supervisors*	..	..	..	..	..	..
TOTAL			124,114	132,200	256,314	

\*Data not reported,  
only Vet. Field  
Assistants can be  
pooled through.

\*Data not available.

†Data not to be pooled according to Team's Recommendations.

# Annexure II

## Consolidated Statement of Pooling of Departmental Staff at Village Level in different States and its Financial Implications

(As on 31-3-1957)

Sl. No.	States	Total saving per month from pooling of departmental staff.	Existing average cost per Gram Sewak per month.	Total Gram Sewak Units available through pooling for all Blocks.	No. of Blocks for total co-verage (XX)	No. of Blocks yet to be opened	Gram Sewak Units needed to meet one-fourth of the cost of NES in Column (6).	Net Gram Sewak Units available	For all Blocks (9) ÷ (6)
		(Rs.)	(Rs.)	(3) ÷ (4)			pattern, per month for Blocks in Column (7)	(5) — (8)	(5) — (8)
1	2	3	4	5	6	7	8	9	10
1	Andhra*	..	..	..	457	334	..	..	..
2	Assam	..	..	273,078	75	105	1,050	+2,591	+16.2
3	Bihar	..	..	555,936	80	400	4,000	+2,949	+5.1
4	Bombay%	..	..	73,903	97.5	472	4,720	—3,962	—6.1
5	Jammu & Kashmir	..	..	79,200	80	29	290	+700	+13.5
6	Kerala	..	..	117,290	69	96	960	+740	+5.2
7	Madhya Pradesh*	..	..	..	..	238	..	..	..
8	Madras†	..	..	50,983	81	249	2,490	—1,861	—5.5
9	Mysore	..	..	58,395	137.5	195	1,950	—1,525	—7.8

10	Orissa	.	.	.	.	.	.	145,216	85	1,708	297	211	2,110	-462	-1.4
11	Punjab	.	.	.	.	.	.	82,298	75	1,097	228	135	1,350	-253	-1.1
12	Rajasthan	.	.	.	.	.	.	40,470	95	426	225	150	1,500	-1,074	-4.8
13	Uttar Pradesh	.	.	.	.	.	.	762,991	97.5	7,825	923	670	6,700	+925	+1.0
14	West Bengal	.	.	.	.	.	.	256,314	102.5	2,501	343	240	2,400	+101	+0.3

\*Data not available. Please see remarks in Annexure I.

†Data incomplete. Please see remarks in Annexure I.

% Please see comments in Appendix 8.

(XX) The number of blocks in column 6 represent the number to which each State may be entitled on the basis of one block per 66,000 of rural population for total coverage.

## Annexure III

*Statement of Block Level Departmental Workers in Different States under Total Coverage With Blocks for Pooling.*  
(All departmental Workers have been converted into standard Extension Officers Units at State Rates)

Sl. No.	Category of Block level Workers	States															Remarks
		Andhra	Assam	Bihar	Bombay	Jammu & Kashmir	Kerala	Madhya Pradesh	Madras	Mysore	Orissa	Punjab	Rajasthan	Uttar Pradesh	West Bengal		
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	
1	Agriculture	..	226	281	610	..	149	..	..	..	..	140	..	236	193		
2	Animal Husbandry	..	..	474	..	..	72	..	296	390	161	200	77	958	468		
3	Cooperative	..	392	..	..	..	231	..	74	360	650	249	30	819	262		
4	Overseers	..	..	187	..	573	98	74	900	716	..	3263	224	297	343	527	
5	Panchayats	..	..	29	300	..	58	..	113	..	56	240	207	444	240		
6	Medical Officers	158	407	960	193	..	858	..	370	293	937	46	75	1010	2753		
7	Compounders	..	..	..	184	..	..	..	..	..	..	..	..	..	212		
8	Sanitary Inspectors	..	261	270	368	..	217	..	..	1304	..	67	68	738	17		
9	Lady Health Visitors	158	..	490	164	..	105	..	163	..	171	..	47	238	184		
10	Midwives	..	648	..	642	..	1154	..	..	..	..	..	..	..	..		
Estimated No. of Blocks for total coverage		457	160	574	649	25	142	400	340	274	307	228	225	923	343		

NOTE.—The data in respect of certain categories of workers has obviously not been reported by some of the States at all and may have been under-reported in some other cases. Even from the data that is available, it is clear that considerable block level staff at present borne on the departmental budgets can be utilised as block staff and corresponding expenditure saved in order to post the standard complement of staff in each block. For rough calculations each block level worker may be assumed to be equal to at least two Gram Sewaks in respect of cost.

# Appendix 9 (A)

## SIZES OF SELECTED BLOCKS IN DIFFERENT STATES

(N.A. = Not available.)

Sl. No.	Names of States and Blocks	Present stage of Block	Date of first inauguration	Date of starting present stage	Area in square miles	Cultivated Area (Acres)		Cultivable Waste Land (Acres)	No of Villages	Population	No. of Gram Sewaks sanctioned
						Irrigated	Un-irrigated				
1	2	3	4	5	6	7	8	9	10	11	12
(1) ANDHRA											
1	Rajnagar	C.D.	4-4-54	1-4-55	130.35	17,828.08	37,387.08	14,357.15	29	80,369	10
2	Kurnool	I.D.	11-10-54	2-10-56	356.59	5,630.16	1,33,871.80	23,539.05	57	71,988	10
3	Kakkinada-Peddapuram	P.I.D.	2-12-52	1-10-56	562.22	278,249	40,101	24,666	247	696,625	46
4	Mulug	.	2-10-52	1-10-56	2,152	20,413	75,423	44,264	57	52,194	10
5	Banswada	P.I.D.	2-10-52	1-1-57	350	48,274	66,956	21,293	123	86,855	N.A.
6	Nandyal	P.I.D.	2-10-52	1-10-56	181.61	15,738.28	82,489.90	296.47	40	83,175	10
(2) ASSAM											
7	Rangia	I.D.	1-3-52	2-10-53	112.90	7,934	41,168	1,349	112	52,000	16
8	Resu-Belapur	I.D.	2-10-52	1-10-56	800.00	40,000	20,000	30,000	388	35,000	10
9	Sarupathar	.	2-10-52	N.A.	N.A.	884.00	N.A.	N.A.	N.A.	N.A.	9
10	Lakhipur	P.I.D.	2-10-52	N.A.	121.00	14,279	14,539	9,963	155	113,488	10
11	Narsingpur	I.D.	2-10-53	1-4-57	N.A.	43,048	9,186	4,000	184	10,077	10
12	Dimoria	I.D.	2-10-53	1-4-55	270	8,808	48,000	17,288	163	49,700	12
13	Karim ganj	C.D.	2-10-53	1-4-56	110.5	15,735	16,030	N.A.	N.A.	N.A.	8

## (3) BIHAR

I	2	3	4	5	6	7	8	9	10	11	12
14	Shikarpur II	.	2-10-53	1-10-56	104.5	10,325	40,558	4.46	146	38,353	10
15	Ormanjhi	.	2-10-52	1-7-56	89.61	1,247.63	22,796.57	24,135.08	91	26,191	11
16	Raniganj	.	12-11-54	1-12-56	184.90	1,152	84,485	12,694	87	82,273	N.A.
17	Tajpur Pusa	.	2-10-52	1-7-56	46	935	25,729	765	80	72,133	9
18	Saraikella	.	1-11-55	N.A.	98.6	3,516	28,222	7,932	182	34,422	10

## (4) BOMBAY

19	Karvir	.	2-10-52	1-10-56	299.74	14,447	1,19,963	2,780	129	1,74,127	17
20	Panhala	.	N.A.	1-10-56	281.20	16,803	38,766	12,183	122	1,30,237	15
21	Haveli	.	26-1-54	1-11-56	514.90	11,139	2,34,178	490	124	1,80,653	15
22	Shirol	.	1-5-56	1-5-56	203.80	6,596	63,897	13,475.17	47	1,21,192	13
23	Thasra	.	2-10-55	N.A.	217.10	2,724	1,33,190	651	98	1,21,869	12
24	Kannad	.	1-10-53	1-4-55	396	1,986	1,57,204	2,238	126	64,235	12
25	Dehgam	.	26-1-54	1-6-55	334	7,412	1,61,296	5,912	123	1,23,928	12
26	Morvi	.	2-10-53	1-10-56	609	4,037	3,06,895.2	33,613	124	1,30,597	10
27	Bhuj Nakhatram	.	2-10-52	1-4-57	540	23,953	97,882	63,185	118	85,154	9
28	Abdasu	.	2-10-52	2-10-54	940	13,820	2,14,460	5,600	158	54,182	N.A.

29	Vanthali	.	.	P.I.D.	2-10-52	2-10-56	169.8	9,954	68,128	8,963	49	58,156	4
30	Gondal	.	.	N.E.S.	1-3-55	1-4-56	555.5	9,949	2,37,766	633	111	1,17,000	11
31	Mannad	.	.	N.A.	2-10-52	2-10-56	220.07	31,114	16,985	1,405	N.A.	N.A.	N.A.

## (5) JAMMU &amp; KASHMIR

32	Basauli	.	.	N.E.S.	1-4-56	1-4-56	400	2,377	82,529	46,733	78	37,241	8
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## (6) KERALA

33	Palghat	.	.	P.I.D.	2-10-52	1-10-56	128.3	7,210	40,070	N.A.	37	1,38,671	10
34	Kollengode	.	.	N.E.S.	2-10-52	1-10-56	N.A.	4,500	65,000	N.A.	20	1,29,153	8
35	Uzhavoor	.	.	N.E.S.	1-10-54	1-10-54	N.A.	1,200	52,782	N.A.	9	1,03,000	3
36	Parasalla	.	.	P.P.	2-10-52	1-10-56	32	2,750	17,620	N.A.	4	93,000	10
37	Athiyannoor	.	.	Do.	2-10-52	1-10-56	N.A.	1,850	12,800	N.A.	5	1,02,000	10
38	Nemoni	.	.	Do.	2-10-52	1-10-56	N.A.	4,700	21,200	N.A.	6	1,02,246	10
39	Chalakudi	.	.	P.I.D.	1-10-56	1-10-56	55	10,000	15,000	N.A.	12	78,913	9

## (7) MADHYA PRADESH

40	Dhabra	.	.	C.P.	2-10-52	N.A.	1000.00	83,739	2,38,135	..	527	2,00,000	70
41	Abhanpur	.	.	P.I.D.	2-10-52	1-10-56	322.63	56,204.9	75,709.9	19,666.12	151	1,79,209	10
42	Obeidullah ganj	.	.	N.E.S.	16-6-52	1-4-55	683.20	2,573	93,465	37,631	240	45,824	15
43	Babai	.	.	P.I.D.	2-10-52	1-4-57	329.59	1,989.29	15,415.48	12,251.77	170	60,874	10
44	Sohawal	.	.	N.A.	2-10-52	1-10-56	205	292	80,022.49	N.A.	164	76,380	8
45	Kondagaon	.	.	N.A.	2-10-52	1-4-57	412	13,040.22	77,250.70	14,052.13	126	65,623	25



1	2	3	4	5	6	7	8	9	10	11	12	
(8) MADRAS												
46	Tiruvallore	.	C.D.	2-10-53	1-4-55	139	20,958	14,174	4,500	103	1,07,094	18
47	Athoor	.	C.D.	Do.	1-10-56	81.78	10,238.6	22,233.64	3,989.7	19	92,330	6
48	Cheran Mahadevi	.	P.I.D.	2-10-53	1-10-56	121.12	34,780.35	4,973.10	3,748.0	55	1,06,550	10
49	Avanashi	.	N.E.S.	2-10-56	2-10-56	133.25	14,700.34	3,238.66	Nil.	35	1,12,000	8
50	Polur	.	N.A.	2-10-54	N.A.	116.09	10,226	24,865	10,826	70	1,00,497	8
51	Papanasam (North)	.	N.A.	15-5-54	9-5-57	98	45,683		523	74	95,076	7
(9) MYSORE												
52	Hukeri	.	P.I.D.	1-10-52	1-10-56	383	8,141	1,70,427	2,645	121	1,74,414	17
53	Gangavati	.	P.I.D.	2-10-52	1-4-57	300	23,132	1,12,822	3,500	81	50,824	10
54	Somwarpet	.	N.A.	N.A.	N.A.	262	N.A.	N.A.	N.A.	136	75,000	N.A.
55	Koppal	.	P.I.D.	2-10-52	1-4-57	..... Not reported.....						10
(10) ORISSA												
56	Pipli	.	I.D.	13-4-54	1-10-56	79.37	Nil.	46,849.9	1,493.3	202	60,079	12
57	Bhuvaneswar	.	N.E.S.	13-4-56	N.A.	227.48	6,999.25	27,257.75	25,357	239	1,14,157	17
58	Boriguma	.	C.D.	1-4-54	1-4-56	200	Nil	92,136.14	4,111.46	130	71,357	10
59	Nayagarh	.	P.I.D.	2-10-53	1-10-56	78	4,652	33,714	200.00	149	67,098	N.A.
60	Junagarh, Koksara and Dharamgarh	.	P.I.D.	2-10-52	1-10-56	757	47,755	2,34,940	78,803	352	1,96,000	N.A.

## (11) PUNJAB

61	Jagadiri	.	.	P.I.D.	2-10-52	1-10-56	169.8	23,348	49,223	16,636	171	1,00,788	10
62	Banga	.	.	P.I.D.	2-10-52	2-10-56	140.31	62,033	7,107	3,736	136	1,32,949	10
63	Sonepat	.	.	P.I.D.	2-10-52	1-10-56	186.04	48,299	74,293	20,063	90	95,462	10
64	Taran Taran	.	.	P.I.D.	2-10-53	1-4-57	207.40	92,416	10,949	12,834	115	1,24,194	12
65	Kangra	.	.	N.E.S.	1-4-55	N.A.	191	16,000	12,065	18,215	81	70,987	10
66	Batala	.	.	P.I.D.	1-10-52	1-10-56	109	49,714	11,714	N.A.	135	88,164	10

## (12) RAJASTHAN

67	Raisingh Nagar	.	.	P.I.D.	2-10-52	1-10-56	N.A.	2,61,512	94,712	N.A.	467	74,051	N.A.
68	Maulasar	.	.	P.I.D.	2-10-53	1-10-56	545.9	2,295	2,51,312	N.A.	131	81,713	10
69	Sumerpur	.	.	P.I.D.	2-10-52	1-10-56	393	31,863	52,584	18,519	70	74,159	10
70	Kishangarh	.	.	P.I.D.	2-10-52	1-10-56	201.49	14,649	68,219	7,007	.....	Not reported.....	10
71	Rajasaumand	.	.	P.I.D.	2-10-52	1-10-56	425	53,242	43,490	1,18,666	235	1,11,681	15
72	Baran	.	.	P.I.D.	2-10-52	2-10-56	564	15,720	2,72,697	43,336	234	1,07,836	15
73	Nokha	.	.	N.E.S.	2-10-55	2-10-55	N.A.	Nil	9,37,969	N.A.	124	76,667	10
74	Sagwara	.	.	I.D.	2-10-56	1-4-56	307	10,767	45,326	14,490	143	66,141	12

## (13) UTTAR PRADESH

75	Bhagya Nagar	.	.	P.P.	1-10-51	Contn.	103.7	14,863	31,361	8,689	90	69,816	28
76	Arazi Lines	.	.	I.D.	26-1-54	18-7-56	160	23,437	18,766	1,383	232	1,37,633	15
77	Mahewa	.	.	P.P.	Sep., 48	Sep., 48	145	28,600	28,500	700	102	92,941	29
78	Ghatam Pur	.	.	I.D.	26-1-54	18-7-56	174	11,762	78,269	23,300	121	77,631	12

I	2	3	4	5	6	7	8	9	10	11	12		
79	Bharhat	.	.	N.A.	2-10-52	1-4-56	62.5	33,090	1,108	93	82,390	7	
80	Loni	.	.	I.D.	2-10-53	26-1-55	99.8	17,914	36,340	85	62,525	9	
81	Sultanganj	.	.	P.I.D.	2-10-52	1-4-56	93	24,776	49,534	N.A.	60	54,285	10
82	Sargaghat	.	.	I.D.	26-1-54	26-1-56	290	2,052	11,086	4,100	189	31,953	10
83	Chirgaon	.	.	I.D.	2-10-54	18-7-56	188.25	4789.25	83,822	20,662	118	45,424	14
84	Garur Baijnath.	.	.	P.I.D.	2-10-52	1-4-56	213	1,882	16,838	22,117	323	52,019	10
85	Kasia	.	.	P.I.D.	2-10-52	1-4-56	81.75	29,346	6,967	1,864	107	77,471	10
(14) WEST BENGAL													
86	Jhargram	.	.	P.I.D.	1-10-52	1-10-56	208.3	5,000	41,103	10,000	617	80,381	14
87	Santipur	.	.	P.I.D.	2-10-52	1-4-56	75	50	34,441	8,507	81	79,664	7
88	Bolpur-Santineketan	.	.	N.E.S.	17-7-55	N.A.	127.51	38,000	26,000	3,000	186	76,697	14
89	Ausgram (Guskara)	.	.	Do.	2-10-52	1-4-56	93.9	16,000	23,644	150	79	44,160	N.A.
90	Mohammad Bazar	.	.	N.E.S.	2-10-52	1-4-56	118	9,327	38,098	N.A.	158	53,392	N.A.
91	Nalhat	.	.	N.A.	2-10-52	1-4-56	93.4	14,000	32,000	3,600	99	70,784	7
(15) HIMACHAL PRADESH													
92	Paonta	.	.	P.I.D.	2-10-53	2-10-56	445	4,613	36,199	494	Not shown	10	
93	Saddar	.	.	C.D.	2-10-52	1-10-56	132.36	5,080	34,748	38,877	342	38,780	13
94	Ralh	.	.	P.I.D.	2-10-52	1-10-56	168	8,008	32,093	25,910	626	60,868	10

(16) MANIPUR

95	Thoubal	.	.	P.I.D.	2-10-52	1-10-56	300	9688*2	19376'55	5934'87	138	95,763	9
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(17) PONDICHERRY

96	Pondicherry	.	.	N.E.S.	15-5-55	15-5-55	115	25,800	29,170	8,250	97	2,19,563	30
	Karaikal	.	.	N.E.S.	2-10-56	2-10-56	53	29,200	6,612	950	64	82,500	10

(18) TRIPURA

97	Nutan Haveli	.	.	P.I.D.	1-10-52	1-10-56	166	6,412	14,811	1,818	118	10,000	20
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# Appendix 9 (B)

## SIZE OF EXISTING CIRCLES OF OPERATION OF THE GRAM SEWAKS IN SELECTED BLOCKS IN DIFFERENT STATES IN TERMS OF NUMBER OF VILLAGES AND POPULATION (N.A. = Not Available.)

Categories and Items		Size of Gram Sevak Circles													
States, Districts and Blocks		No. of circles with categorised number of villages.						No. of circles with categorised population.							
State and district	Blocks	Date of first inauguration	Present Stage	1-2	3-4	5-6	More than 6	Max. No. of Villages in a single circle	upto 2000	4000	6000	More than 6000	Max. population in a single circle		
I	2	3	4	5	6	7	8	9	10	11	12	13	14		
(1) ANDHRA															
1. East Godavari . . .	1. Rajnagaram . . .	4-4-54	C.D.	3	7	..	..	4	..	..	3	7	14,737		
	2. Kurnool . . .	11-10-54	I.D.	..	1	8	1	7	..	..	4	6	11,384		
	3. Kakinada-Peddapuram I . . .	2-10-52	C.P.	..	5	11	..	6	..	..	..	16	32,093		
	4. „ Block II . . .		C.P.	..	4	10	2	7	..	..	..	16	40,584		
	5. „ Block III . . .		C.P.	..	6	8	..	6	..	..	1	15	31,175		
2. Warangal . . .	Mulug . . .	2-10-52	P.I.D.	..	4	3	3	14	1	4	..	5	9,427		
3. Nizamabad . . .	Nizamabad . . .	2-10-52	P.I.D.	1	..	..	9	16	..	..	..	10	15,073		
4. Kurnool . . .	Nandyal . . .	2-10-52	P.I.D.	..	7	3	..	5	..	2	5	3	6,616		

## (2) ASSAM

1. Kumrup	1. Rangiya	1-3-52 I.D.	..	2	4	10	19	3	9	4	..	5,253
2. Garo Hills	2. Dimoria	2-10-53 I.D.	..	..	..	12	23	..	7	4	1	11,618
3. Golaghat	Resubalpara	2-10-52 P.I.D.	..	..	..	10	53	2	4	4	..	5,530
4. Cachar	Sarupather	2-10-52	..	..	..	9	35	..	..	2	7	13,494
	1. Lakhipur	2-10-52 P.P.	..	..	..	10	18	..	..	..	10	14,897
	2. Narsingpur	2-10-53 N.E.S.	..	..	..	10	38	..	..	..	10	12,135
	3. Karimganj	2-10-53	..	..	..	8	40	..	1	4	3	13,198

## (3) BIHAR

1. Champaran	Shikarpur	2-10-53 P.I.D.	..	..	1	9	18	..	5	4	1	6,541
2. Ranchi	Ormanghi	2-10-52 P.I.D.	1	..	..	10	12	5	4	..	..	3,655
3. Purnea	Raniganj	12-11-54 I.D.	..	..	..	..	N.A.	..	..	..	..	..
4. Darbhanga	Tajpur Pusa	2-10-52 P.I.D.	..	..	..	9	14	..	..	1	8	12,202
5. Singhbhum	Saraikella	1-11-55 N.E.S.	..	..	..	10	21	..	7	3	..	5,478

## (4) BOMBAY

1. Poona	Haveli	26-1-54 C.D.	..	1	3	11	11	..	1	..	14	21,059
2. Madhya Saurashtra	1. Morvi	2-10-53 N.E.S.	..	..	..	10	13	..	..	2	8	9,907
	2. Gondal	1-3-55 N.E.S.	..	..	..	11	12	..	..	3	8	44,699

1	2	3	4	5	6	7	8	9	10	11	12	13	14
3. Kolhapur	. . . 1. Karvir	. . . 2-10-52 N.E.S.	. . . 1	. . . 4	. . . 12	. . . 11	. . . 1	. . . 16	. . . 18,984				
	2. Panhala	. . . P.I.D.	. . . 1	. . . 3	. . . 11	. . . 16	. . . 1	. . . 13	. . . 17,754				
	3. Shirol	. . . 1-5-56 N.E.S.	. . . 1	. . . 10	. . . 2	. . . 5	. . . 13	. . . 14,620					
4. Aurangabad	. . . 1. Sabgaon	. . .	. . .	. . .	. . .	. . .	. . .	. . .	. . .				
	2. Vijapur	. . .	. . .	. . .	. . .	. . .	. . .	. . .	. . .				
	3. Kannad	. . . 1-10-53 C.D.	. . .	. . .	. . . 12	. . . 12	. . . 3	. . . 6	. . . 3				
5. Ahmedabad	. . . 1. Dehgam	. . . 26-1-54 I.D.	. . . 2	. . .	. . . 10	. . . 18	. . .	. . . 12	. . . 13,018				
6. Kaira	. . . Thasra	. . . 2-10-55 N.E.S.	. . .	. . . 5	. . . 7	. . . 16	. . .	. . . 12	. . . 15,602				
7. Sorath	. . . 1. Vanthali	. . . 2-10-52 P.I.D.	. . .	. . .	. . . 4	. . . 13	. . .	. . . 4	. . . 10,893				
	2. Mannad	. . . 2-10-52	. . .	. . .	. . . 5	. . . 12	. . .	. . . 5	. . . 26,962				
8. Bhuj Nakhtarana	. . . Bhuj	. . . 2-10-52 P.I.D.	. . .	. . .	. . . 9	. . . 17	. . . 2	. . . 7	. . . 18,601				
(5) JAMMU & KASHMIR													
1. Kathua	. . . Basoli	. . . 1-4-56 N.E.S.	. . .	. . .	. . . 8	. . . 13	. . . 3	. . . 4	. . . 1	. . . 6,949			

## (6) KERALA

1. Palghat	. . . 1. Parli	. . . 2-10-52 P.I.D.	. . .	. . . 10	. . .	. . . 4	. . .	. . . 10	. . . 17,000
2. Kollengode	. . .	. . . 2-10-52 N.E.S.	. . . 3	. . . 5	. . .	. . . 3	. . .	. . . 8	. . . 20,314

2. Kottayam	.	.	1. Uzhavoor	.	.	1-10-54	N.E.S.	..	..	..	3	10	..	..	..	3	16,000
	.	.	2. Parassala	.	.	2-10-52	P.P.	3	3	3	1	7	..	2	..	8	16,000
	.	.	3. Athiyanoor	.	.	2-10-52	P.P.	..	9	1	..	6	..	..	..	10	11,000
	.	.	4. Neroni	.	.	2-10-52	P.P.	..	5	3	2	7	..	..	..	10	13,433
3. Trichur	.	.	1. Kunnathumad- Chalekudi.	.	.	1-10-56	P.I.D.	9	..	..	..	2	..	..	1	8	14,902
(7) MADHYA PRADESH																	
1. Raizen	.	.	Obeaidullganj	.	.	16-6-52	C.D.	..	..	..	15	24	5	9	1	..	4,166
2. Gwalior	.	.	Dabra	.	.	2-10-52	C.D.	..	6	24	40	15	17	50	2	1	10,535
3. Bastar	.	.	Kondagaon	.	.	2-10-52		1	3	20	1	7	11	12	1	1	9,502
4. Raipur	.	.	Abhaipur	.	.	2-10-52	P.I.D.	..	..	..	10	20	..	..	..	10	99,328
5. Satna	.	.	Sohaval	.	.	2-10-52		..	..	..	8	26	...	N.A.	..	..	..
6. Hoshangabad	.	.	Babai	.	.	2-10-52	P.I.D.	..	..	..	10	22	..	..	7	3	9,019
(8) MADRAS																	
1. Chinglepet	.	.	Tiruvellur	.	.	2-10-53		..	..	..	18	16	..	..	..	8	17,476
2. Tirunelveli	.	.	Cheran-mahadevi	.	.	2-10-53	I.D.	..	2	6	2	10	..	..	1	9	17,003
3. Madurai	.	.	1. Athoor	.	.	2-10-53	C.D.	1	5	..	..	4	..	..	..	6	20,757
	.	.	2. Gandhigram. (Dindigul)	.	.												
4. Coimbatore	.	.	Avanashi	.	.	2-10-56	N.E.S.	..	5	3	..	5	..	..	..	8	19,586
5. Tanjore	.	.	Papanasam	.	.	15-5-54	..	..	..	..	7	16	..	..	1	6	24,955
6. Ramanathapur	.	.	Sivakashi	.	.												
7. North Arcot	.	.	Polur	.	.	2-10-54	N.E.S.	..	..	..	8	10	..	..	2	6	19,973



1	2	3	4	5	6	7	8	9	10	11	12	13	14
(9) MYSORE													
1. Beigaum . . .	Hukerigokok . . .	1-10-52	P.I.D.	..	2	6	9	10	..	..	3	14	24,038
2. Raichur . . .	1. Gangavati . . .	2-10-52	P.I.D.	..	4	2	9	18	2	3	3	2	17,107
	2. Koppal . . .	2-10-52	P.I.D.	..	4	2	4	8	1	5	2	2	6,980
3. Coorg . . .	Sonugbarpet . . .						N.A.						
(10) ORISSA													
1. Puri . . .	1. Pipli . . .	13-4-54	I.D.	..	..	..	12	37	..	2	9	1	8,775
	2. Bhubaneswar . . .	13-4-56	N.E.S.	1	..	1	15	28	..	2	8	7	16,512
	3. Navagarh . . .	2-10-53	P.I.D.	..	..	..	..	..	..	..	..	..	..
2. Koraput . . .	Boriguma . . .	1-4-54	C.D.	..	..	..	10	20	..	..	1	9	8,273
3. Kalahundi . . .	Junagaili . . .	2-10-52		..	..	..	..	..	..	..	..	..	..
4. Balasore . . .	Agarapara . . .			..	..	..	..	..	..	..	..	..	..
(11) PUNJAB													
1. Amritsar . . .	Taran Taran . . .	2-10-53	P.I.D.	..	..	..	12	11	..	..	2	10	28,914
2. Kangra . . .	Palampur . . .	1-4-55	N.E.S.	..	..	3	7	12	..	2	2	6	9,996
3. Gurdaspur . . .	Batala . . .	1-10-52	P.I.D.	..	..	..	10	16	..	..	2	4	17,702
4. Rohtak . . .	Sonepat . . .	2-10-52	P.I.D.	..	..	1	9	12	..	1	..	9	14,172

5. Ambala	.	.	jagadhri	.	.	2-10-52	N.E.S.	...	...	...	10	20	...	...	...	10	10,345
6. Jullundar	.	.	Banga	.	.	2-10-52	P.I.D.	...	...	...	10	17	...	...	...	10	18,752
7. Sangrur	.	.	Malerkotla	.	.												

## (12) RAJASTHAN

1. Nagaur	.	.	Maulasar	.	.	2-10-52	P.I.D.	...	...	...	10	17	...	1	...	9	7,912
2. Bikaner	.	.	Nokha	.	.	2-10-55	N.E.S.	...	...	...	10	20	N.A.	—			
3. Ganganagar	.	.	Raising nagar	.	.	2-10-52	Normali- sed.	NA.	N.A.	N.A.	All	75	N.A.	N.A.	N.A.	All	15,000
4. Kotah	.	.	Baran	.	.	2-10-52	P.I.D.	...	...	...	15	32	...	1	7	7	10,194
5. Pali	.	.	Sumerpur	.	.	2-10-52	P.I.D.	...	3	2	5	11	...	1	3	6	10,158
6. Udaipur	.	.	Rajsamand	.	.	2-10-52	P.I.D.	...	...	...	15	22	...	...	2	13	9,616
7. Dungarpur	.	.	Sagwara	.	.	2-10-53	I.D.	...	...	...	12	19	...	2	7	3	11,667
8. Ajmer	.	.	Pisangan	.	.												
9. Alwar	.	.	Kishangarbas	.	.	2-10-52	P.I.D.	...	...	...	10	16	...	2	5	3	8,070

## (13) UTTAR PRADESH

1. Jhansi	.	.	Chirgaon	.	.	2-10-54	I.D.	...	...	4	10	12	2	10	1	1	8,425
2. Kanpur	.	.	Ghatampur	.	.	26-1-54	I.D.	...	...	2	10	11	...	...	7	5	11,043
3. Varanasi	.	.	Azailines	.	.	26-1-54	I.D.	...	...	...	15	29	...	...	3	12	44,668
4. Etawah	.	.	I. Mahewa	.	.	Sept., 48	P.D.P.	2	24	3	...	5	2	21	5	1	6,900
			2. Bhagyanagar	.	.	1-10-51	"	10	12	6	...	6	11	14	2	1	10,170

I	2	3	4	5	6	7	8	9	10	11	12	13	14
5. Deoria . . .	Kasia . . .	2-10-52	P.I.D.	...	...	...	10	18	...	...	3	7	11,321
6. Meerut . . .	Loni . . .	2-10-53	I.D.	...	1	2	14	17	...	1	3	5	10,722
7. Nainital . . .	Sargakhet . . .	26-1-54	I.D.	...	...	...	10	32	2	6	2	...	4,909
8. Gorakhpur . . .	Bhatat . . .	2-10-54	P.I.D.	...	...	...	7	17	...	...	...	7	22,605
9. Mainpuri . . .	Sultanganj . . .	2-10-52	P.I.D.	...	...	8	2	8	...	3	3	4	8,635
10. Almora . . .	Garur-Bajinath . . .	2-10-52	P.I.D.	...	...	...	10	38	...	1	7	2	6,818
(14) WEST BENGAL													
1. Nadia . . .	Shantipur (Fulia) . . .	2-10-52	P.I.D.	...	...	...	7	N.A.	...	1	4	2	46,430
2. Shantiniketan . . .	Sriniketan (Bolepur) . . .	16-7-52	N.E.S.	...	...	...	14	19	...	4	8	2	15,650
3. Birbhum . . .	1. Najhati . . .	2-10-52	N.M.	...	...	...	7	24	...	...	...	7	17,651
	2. Ahmedpur . . .												
	3. Mohamadbazar . . .	2-10-52					N.A.						
4. Burdwan . . .	Guskara . . .	2-10-52	N.E.S.				N.A.						
5. Midnapore . . .	Jhangram . . .	1-10-52	N.E.S.	...	...	...	14	84	...	3	6	5	9,309
(15) HIMACHAL PRADESH													
1. Sirmur . . .	Paonta . . .	2-10-52	P.I.D.	...	...	...	10	65	...	2	3	5	8,416
2. Sundernagar . . .	Balh . . .	2-10-52	P.I.D.	...	...	...	10	92	...	2	1	7	13,245
3. Bilaspur . . .	Bilaspur (Sadar) . . .	2-10-52		...	...	...	13	41	2	8	3	...	4,948

## (16) PONDICHERRY

1. Pondicherry . . .	Pondicherry . . .	15-5-55	N.E.S.	7	8	6	9	15	...	15	15	16,000
2. Karaikal . . .	Karaikal . . .	2-10-56	N.E.S.	...	2	5	3	11	...	4	6	9,632

## (17) MANIPUR

1. Manipur . . .	Thoubal . . .	2-10-52	P.I.D.	...	...	...	9	18	...	...	9	14,893
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## (18) TRIPURA

1. Tripura . . .	Nutan-Haveli . . .	1-10-52	P.I.D.	...	2	14	4	7	1	13	6	6,400
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## Appendix 10

*Extracts from the publication entitled "Collectors' Conference 1955", published by the Government of Bombay, Revenue Department, regarding the work-load of the Mamlatdars.*

### Excessive Work to Mamlatdars

(proposed by Collector of Belgaum)

1. I have always found that the sincere and conscientious Mamlatdars are overworked. To expect efficiency and satisfactory turn out of work from the Mamlatdars we will have to ensure that they are asked to do only what they are physically capable of doing. In our administrative machinery the Mamlatdar is an important tool and the efficiency of our administration will, to a considerable extent, depend upon the speed and efficiency of the Mamlatdar. But the work now expected of him is beyond his physical capacity if all the Government orders and the requirements of the various Laws and Rules are to be fully and properly implemented. I find, an impression that the work of the Revenue Department Officials generally and of the Mamlatdars in particular has considerably decreased due to the abolition of controls and Separation of Judiciary and the Treasury. I am afraid, the fact that the work of Mamlatdars has considerably increased on account of the introduction of the various agrarian reforms and hundreds of new schemes such as Prevention of Fragmentation and Consolidation of Holdings Act, Tenancy Act, the Bombay Pargana and Kulkarni Watans Abolition Act, and other Tenure Abolition Acts and Rules, Money Lending Act, Establishment of Village Panchayats in smaller villages, the Development Works and Schemes etc. etc., seems to have been lost sight of.

2. In order to give an idea of how Mamlatdar is excessively overworked by his multifarious obligatory duties, I give below a table showing the approximate *minimum* time in hours which he is required to spend only for a very few of the items of his work. The Appendix will elucidate the details

			Hours required per annum.	
No. of days	..	365	(i) Chapter cases	.. 640
Deduct Sundays	..	52	(ii) Tenancy cases	.. 729
Deduct average No. of holidays per annum		24	(iii) Assistance suits	.. 60
		—	(iv) Possessory suits	.. 60
Balance	..	289	(v) Sub-Treasury verification	.. 100
		—		

No. of working hours available at the rate of 8 hours per day per year .. 2312	(vi) Meetings .. 100
	(vii) Daftar inspection of clerks and C. Is. ... 150
	(viii) Perusal of daily tapal and attending to reminders .. 450
	(ix) Visitors .. 300
	(x) Journeys .. 320
	(xi) Village inspection .. 480
	(xii) Inspection of Village Panchayats .. 40
	<hr/> TOTAL .. 3420 <hr/>

No. of working days .. 289	No. of hours required to be spent per day (3420/289) .. 11.8
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This table will at once, I hope, show that a Mamlatdar is required to spend at least 11.8 hours per day only on the items mentioned in the table. This table is by no means exhaustive since a very large number of items such as recovery of land revenue, tagai, income tax, Sales Tax, Punitive Tax, etc., crop inspection, crop cutting experiments and Annawari, routine office work other than that mentioned in the table, electoral rolls and elections (Village Panchayats and Legislature), Celebration of the Independence Day, Vana Mahotsava, Republic Day, Gram Sudhar Saptah, etc., Attendance on Ministers and other Distinguished Visitors. Accidental fires and other calamities—visits and relief—, boundary marks, inspection of tagai works and other sites, Census, Local Development Works—collection of popular contribution and execution, managing fairs, handing over possession in Partition Decree cases, tour file cases, epidemics, scarcity and famine have not at all been taken into account. In fact my rough calculation indicates that all this would require about 45 hours of work per day.

3. We can expect officers to work *at the most* for 8 hours a day but the details of work mentioned above would show that the Mamlatdars have necessarily to work for many extra hours every day. This mars efficiency. A Mamlatdar with adequate intelligence cannot turn out efficient work if he is called upon to work more than say 5-6 hours a day. We cannot improve efficiency unless we do something about it. It is therefore considered necessary to thrash out ways and means to achieve this.

4. The figures are taken on the basis of average requirement and in all cases the very minimum is taken into account. The appendix will clarify the table.

## Appendix

(i) *Chapter cases.*—Average annual receipts are 80 to 90 cases. Each case requires on an average not less than 8 hours for its disposal.

(ii) *Tenancy cases.*—The monthly average receipts are 37 cases. Each Mamlatdar has to dispose of at least 15-20 cases himself. Each case takes not less than 3-4 hours.

(iii) *Assistance suits.*—Annual receipts are about 132. Mamlatdar has to dispose of about 60 to 70 cases per year. Each case takes about an hour for its disposal.

(iv) *Possessory suits.*—Annual receipts are about 7 to 8 cases. Each case takes about 8 to 10 hours for its disposal.

(v) *Sub-Treasury verification.*—This is required to be done twice a month and the inspection takes at least 4 hours every time.

(vi) *Meetings.*—The Mamlatdar is required to hold a monthly meeting of Talathis and staff, and monthly meeting of Taluka Development Board, etc. Each meeting takes at least 3 to 4 hours.

(vii) *Daftar inspection.*—The Mamlatdar is required to inspect daftar of 2 clerks and one Circle Inspector per month. Inspection of one daftar takes at least 4 hours.

(viii) *Tapal.*—Tapal is received on all days except Sunday, i.e., for about 313 days in a year. It takes on an average  $1\frac{1}{2}$  hours per day for the Mamlatdar to see his tapal.

(ix) *Visitors.*—The visitors usually take one or two hours on an average.

(x) *Journey to villages.*—The Mamlatdar normally travels about 400 miles per month, this at 15 miles per hour which is perhaps the maximum. He can do near about 27 hours per month, i.e., 324 hours per year. The Mamlatdar is required to tour for 210 days in a year and it takes at least one hour per day in reaching or returning from the villages.

(xi) *Village inspection.*—The Mamlatdar is required to visit all the villages in the taluka at least once in a year. It takes about 3 to 4 hours to do an adequate thorough daftar inspection of one village. On average there are about 120 villages in a taluka.

(xii) *Inspection of Village Panchayats.*—There are about 40 Village Panchayat Committees in each taluka and the Mamlatdar has to spend one or two hours in connection with the Village Panchayat Committees whenever he visits any village having a Village Panchayat Committee. An inspection takes at least one hour and he has to inspect at least once a year.

## **Appendix II**

### **SCHEME FOR PROVIDING CREDIT FACILITIES IN TRIBAL AREAS IN THE STATE OF ANDHRA PRADESH**

During the year 1955-56 the Government of Andhra Pradesh sanctioned a scheme for the setting up of a corporation designated "ANDHRA SCHEDULED TRIBES FINANCE AND DEVELOPMENT CORPORATION LTD." for providing credit facilities and other amenities to the tribals living in the scheduled areas of the State. Later on, in view of the virtual impossibility of this institution working effectively as a company and fulfilling the objectives with which it was set up, it was taken into voluntary liquidation, and a more effective cooperative organisation known as "THE ANDHRA SCHEDULED TRIBES CO-OPERATIVE FINANCE AND DEVELOPMENT CORPORATION LTD." created instead. The area of operation of the corporation is at present confined to 105 villages in the scheduled areas in Srikakulam and Visakhapatnam districts of the State to be extended to other areas gradually in stages. The godowns constructed at 8 places in these two districts with the grants received from the Government of India have been transferred to the Corporation.

Further there are also co-operative credit societies working in the tribal areas of the State with the main object of providing credit facilities to the tribals. The intention of the Government is to affiliate gradually all the existing co-operative societies in the tribal areas to the Corporation referred to in para 1 above and make the Corporation a single unit to serve the needs of the tribals.

### **OBJECTS**

The objects of the Co-operative Corporation are:—

- (a) to provide credit facilities to members of the scheduled tribes;
- (b) to procure and supply domestic requirements and other necessities of life to the members of the scheduled tribes;
- (c) to arrange for the marketing of agricultural and other produce including minor forest produce belonging to the members of the scheduled tribes;
- (d) to encourage thrift, saving, self-help and mutual help among the members of the scheduled tribes;



- (e) to supply agricultural requisites like seed, manure, ploughs, pumping sets and the like, and to disseminate knowledge of improved farming and agricultural practices and methods;
- (f) to buy, construct and own or hire buildings and godowns and to acquire property, moveable or immoveable, by lease, sale or exchange and acquire patents, licences and rights which are necessary or expedient for the purposes of its business;
- (g) to own or hire transport vehicles like motor lorries, vans, station wagons and the like;
- (h) to open branches, offices or depots in the area of operations and to appoint local committees consisting of such members and on such conditions and for such purposes as may be determined;
- (i) to employ the necessary staff including experts on such terms as to salary and tenure as may be determined, and to grant pension, gratuity or bonus or to subscribe for the Provident Fund to the members of the staff and to generally provide for their welfare;
- (j) to invest the funds of the company not required for its business in such investments or securities as may be deemed expedient;
- (k) to borrow or raise moneys, if necessary, on the security of the properties of the company; and
- (l) to undertake generally such activities as may be conducive to the promotion of the economic uplift and social welfare of the members of the scheduled tribes and incidental to the attainment of the above objects.

#### ORGANISATION

The Director Tribal Welfare is the *ex-officio* Vice-Chairman of the Corporation, while the Tehsildar or the Deputy Tehsildar in independent charge of the Taluk concerned is the *ex-officio* Chairman of the Primary Marketing Society.

The following officials are the *ex-officio* Vice-Chairmen of the Corporation in the order of precedence:—

- (i) The Agent to Government, Visakhapatnam.
- (ii) The Agent to Government, Srikakulam.
- (iii) The Additional Joint Registrar of Cooperative Societies.

The Board of Directors of the Corporation and the two primary societies comprise the officials and non-officials mentioned in Annexure I.

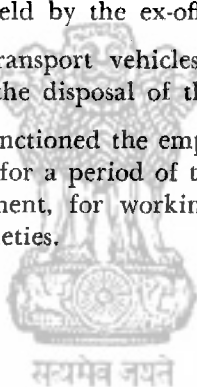
Senior Deputy Collector in the Andhra Civil Service is appointed as General Manager of the Corporation and a Co-operative Sub-Registrar as Manager of each of the Primary Societies. The General Manager is also the *ex-officio* Secretary of the Board of Directors of the Corporation, while the Manager of the Primary Societies is the Manager-cum-Ex-officio Secretary to the Board of Directors of the Primary Marketing Societies.

The amount of Rs. 2.00 lakhs previously advanced from the State funds towards the initial share capital of the defunct Corporation has been directed to be utilised towards the initial share capital of the Co-operative Corporation.

The value of each share of the Corporation is Rs. 100 and that of the primaries is Rs. 10. To start with, all the shares are subscribed by the Government and they are held by the *ex-officio* Directors.

The garages, and the transport vehicles purchased for the defunct Corporation are placed at the disposal of the Co-operative Corporation.

The Government have sanctioned the employment of the staff detailed in Annexure II free of cost, for a period of two years in the first instance from the dates of appointment, for working the Corporation and the two Primary Marketing Societies.



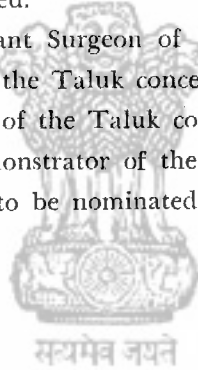
## ANNEXURE I

### *Board of Management of the Co-operative Corporation*

1. The Director of Tribal Welfare, Kakinada.
2. The Additional Joint Registrar of Co-operative Societies in charge of the Agency Schemes.
3. The Conservator of Forests, Kakinada.
4. The Deputy Director of Agriculture, Visakhapatnam.
5. Agent to the Government, Visakhapatnam.
6. The Agent to the Government Srikakulam.
7. }
8. } Three non-officials to be nominated by the Registrar of Co-
9. } operative Societies.

### *Board of Management of the Primary Marketing Societies*

1. The Tehsildar or Deputy Tehsildar in independent charge of the Taluk concerned.
2. The Veterinary Assistant Surgeon of the Taluk concerned.
3. The Forest Ranger of the Taluk concerned.
4. The Health Inspector of the Taluk concerned.
5. The Agricultural Demonstrator of the Taluk concerned.
6. } Two non-officials to be nominated by the Registrar of Co-
7. } operative Societies.



## ANNEXURE II

### *Staff sanctioned for the Co-operative Corporation*

1. One Deputy Collector on Rs. 300-700 p.m. as General Manager.
2. One Agricultural Demonstrator on Rs. 150 p.m. as Marketing Assistant.
3. One Co-operative Sub-Registrar on Rs. 150-5-200 p.m. as Accounts officer.
4. One Upper Division Clerk on Rs. 80-3-95-5-110 as Accountant.
5. One Upper Division Clerk on Rs. 80-3-95-5-110 as Correspondence clerk.
6. One Stenographer on Rs. 45-3-60-2-90 p.m.
7. One Typist-cum-Lower Division clerk on Rs. 45-3-60-2-90 p.m.
8. Four peons on Rs. 18- $\frac{1}{2}$ (A)-25 p.m.

### *Staff sanctioned for the two primary Marketing Societies.*

1. Two Co-operative Sub-Registrars on Rs. 150-5-200 p.m. each as Managers.
2. Two Senior Co-operative Inspectors on Rs. 90-4-110-5-120 p.m. each as Accountant-cum-Store keeper.
3. Two Typists-cum-clerks on Rs. 45-3-60-2-90 p.m. each.
4. Two watchmen at the market rates.
5. Two Jeep drivers on Rs. 35-1-45 p.m. each for the two jeeps.
6. Two lorry drivers on Rs. 40-1-50 p.m. each for the lorries.
7. Four peons on Rs. 18- $\frac{1}{2}$ -25 p.m. each.
8. Two clearners on Rs. 15- $\frac{1}{2}$ (A)-20 p.m. each.

Appendix 12(A)

OUTLINES AND PROFORMAE FOR THE HAND-BOOK-CUM-  
POCKET DIARY OF THE GRAM SEWAK



NOTE.—The Planning Research and Action Institute, U.P. has published a Hand-Book-cum-Pocket Diary of the Gram Sewak. Here only its out-lines are given.

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## Appendix 12(A)

### OUTLINES AND PROFORMAE FOR THE HAND BOOK-CUM- POCKET DIARY OF THE GRAM SEWAK.

#### Part I—Contents of the Hand-Book.

##### SECTION

1. Objectives and Programme of Community Projects and National Extension Service: Programme; budget pattern; training; importance of the Gram Sewak; projects and their success.
2. Basic Principles of Extension Work .
3. How to secure People's Participation?
4. Methods for Social Education Programme.
5. Duties, Responsibilities and Functions of the Gram Sewak: Agricultural; animal husbandry; social education; public health; co-operatives; panchayats; community works; miscellaneous.
6. Organisational Pattern: Pattern at the village level; pattern at the block level; mutual relationship of various categories of workers: people's organisation at various levels; constitution of block advisory committee (panchayat samiti), panchayats, etc.
7. Inventory of the equipments supplied to Gram Sewak for various programmes; Agriculture; animal husbandry; social education; public health; co-operatives; others.
8. List of Records and Returns to be maintained by Gram Sewak.
9. Procedure of Crop-Cutting Experiments.
10. Principles of Agricultural Extension; Procedure of organising field demonstrations; methods of maximising agricultural yields; agricultural activities for each month during the year.
11. Principles of Extension of Animal Husbandry Programme; Principal items of work for each month.
12. Principles of Extension of Public Health Programme; Principal items of work for each month.

13. Principles of Extension of Social Education Programme: Principal items of work for each month.
14. Principles of Extension of Panchayats and Co-operatives Programme: Principal items of work for each month.
15. Nutrient Elements in various Manures and Fertilisers.
16. Nitrogen Requirement for various Crops.
17. Soil Conservation: Problems and solutions.
18. Main Crop Pests and Plant Protection Measures: Symptoms and preventive and curative measures.
19. Main Crop Diseases and their Cures: Symptoms, preventive and curative measures.
20. Important Pesticides and their Uses.
21. Loans and Grants-in-aid available for Development Projects: Rules and regulations.
22. Technical Information for Gram Sewaks:
  - (a) Agriculture: Horticulture and tree plantation; rotation of crops; distancing of seeds for various crops and vegetables; varieties of improved seeds for various crops; organisation of crop competitions at various levels.
  - (b) Animal Husbandry: Preventive measures against contagious diseases of cattle; symptoms; treatment; cattle inoculation and vaccination.
  - (c) Public Health: Preventive measures against contagious diseases; symptoms, causes and cures; what to eat and how? Nutritional contents of various food articles and balanced diet.
  - (d) Co-operatives and Panchayats: Latest legislation and important provisions therein.
23. Miscellaneous.

## PART II

Proformae for Basic Information and Budget Provision for Gram Sewak Circle (attached).

## PART III

Proformae for Monthly Targets and Achievements for the period April, 195 to March 195 and Daily Diary (attached).

---

NOTE.—All the information in Part I is meant for ready reference regarding various technical aspects of the development programme with which a Gram Sewak is concerned.

It would be useful to include in Part III a standard list of items to be reported upon, together with Code Nos. of each item, a list of items with months during which seasonal analysis on them is desired in the State, and calendars for the previous, current and following years, with some blank pages for diagrams and maps pertaining to the Gram Sewak circle. Some blank pages should also be left for the inspecting officers to record their comments and suggestions regarding the work done in the circle.





**PART II—PROFORMAE FOR BASIC INFORMATION AND BUDGET  
PROVISIONS FOR GRAM SEWAK CIRCLE**

1. Name of Block .....
2. District .....
3. Name of Gram Sewak .....
4. Circle Headquarters .....
5. Names of Gaon Sabhas/Panchayats.....

**A. BASIC INFORMATION**

Sl. No.	Items	Sl. Nos. of Gaon Sabhas/ Panchayats										Total for circle
		1	2	3	4	5	6	7	8	9	10	

The list of items should cover all important items out of the Block Survey Report under the following heads which are just illustrative:—

- 1 Population . . . . .
- 2 Cattle Population . . . . .
- 3 Area . . . . .
- 4 Agriculture. . . . .
- 5 Means of Irrigation . . . . .
- 6 Improved Agricultural Imple-  
ments . . . . .
- 7 Public Health . . . . .
- 8 Social Education . . . . .
- 9 Cooperatives . . . . .
- 10 Community Works . . . . .
- 11 Village and Cottage Indus-  
tries . . . . .
- 12 Occupational Distribution of  
Population . . . . .
- 13 Others . . . . .



B. BUDGET PROVISIONS:

(a) *Government Loans and Grants-in-aid (Rs)*

Sl. No. of villages	Achievement for corresponding half-year last year.	Target for the current half year	April	May	June	July	August	Sept	Achievement for current half-year
			T.A.	T.A.	T.A.	T.A.	T.A.	T.A.	

T=Target, A=Achievement.

(b) *People's Contribution (Rs)*

Sl. No. of villages	Achievement for corresponding half-year last year.	Target for the current half-year.	April	May	June	July	August	Sept.	Achievement for current half year
			T.A.	T.A.	T.A.	T.A.	T.A.	T.A.	

T=Target, A=Achievement.

NOTE:— The proformae for the first six months are meant to be repeated for the next six months for each item with one more column at the end showing "Achievement for the current year."

**PART III.—PROFORMAE FOR TARGETS AND ACHIEVEMENTS FOR THE  
PERIOD APRIL 195.. TO MARCH 195.. AND DAILY DIARY**

**TARGETS AND ACHIEVEMENTS**

Subject : Agriculture  
Season : Kharif/Rabi

Main Item : Seed Distribution (Mds.)

Sub-Item : .....

Sl. No. of villages	Previous year's total achievement	Current year's target	April	May	June	July	August	Sept.	Achieve- ment for current half- year
			T A	T A	T A	T A	T A	T A	

Total

Progressive Total:

T=Target

A=Achievement.

Subject : Agriculture  
Season : Kharif/Rabi

Main Item : Seed Distribution (Mds.)

Sub-Item : .....

Sl. No. of villages	Previous year's total achieve- ment	Current year's target	Oct.	Nov.	Dec.	Jan.	Feb.	March	Achieve- ment of current year
			T A	T A	T A	T A	T A	T A	

Total:

Progressive Total:

T=Target

A=Achievement

**DAILY DIARY**

Month..... 195 ..

Date

Villages visited

Work done

Place of night  
halt

**Appendix 12(B)**

**HAND BOOK-CUM-POCKET DIARY OF THE BLOCK LEVEL WORKERS  
(OUTLINES AND PROFORMAE)**

**PART I: Narrative Contents**

**PART II : Statistical:**

- (A) Basic Information common for all Block Level Workers.
- (B) Basic Information useful for individual subject Matter Specialists.
- (C) Grants-in-aid, Loans and People's Contribution.
- (D) Progress Report (Targets and Achievements) and Daily Diary.



**NOTE:—**The outlines and proformae for the Handbook-*cum*-Pocket Diary of the Block Level Workers are based on the draft Handbook-*cum*-Pocket Diary prepared by the Planning Research and Action Institute, U.P.

APPENDIX 12 (B)  
HAND BOOK-CUM-POCKET DIARY OF THE BLOCK LEVEL  
WORKERS.

(OUT-LINES AND PROFORMAE)

PART I: NARRATIVE CONTENTS

This part of the Hand Book will contain notes, references, explanations and useful information of general as well as technical nature pertaining to the programmes entrusted to each worker concerned. A tentative list of such items is given below:—

(a) *General information*

1. Objectives and programme of community development, budget pattern and departmental set-up in the organisational hierarchy, both in the horizontal as well as in the vertical planes.
2. Basic principles of extension under each sector of work.
3. Principles of democratic decentralisation: How to fit in with the new set-up of the welfare State at various levels and how to secure people's participation?
4. Second Five Year Plan: Main programmes and targets.
5. Comparative statistics of India and other countries (general).
6. Basis for preparing estimates of constructional items and procedure for obtaining loans and aid.

(b) *Technical information*

1. Functions and duties of the official concerned.
2. Relationships with the various departmental officers and field staff.
3. Gap between the existing departmental set-up and the ultimate optimum set-up for an ideal welfare State, and the methods to fill up the same.
4. List of statements to be submitted with date of submission and authority to whom to be submitted.
5. Methods of surveys, evaluation and reporting: Ultimate objectives and the correct procedure of each, including co-ordination of various reporting agencies at each level.

6. Progress indicators: Theory, link with the ultimate objectives of the Second Five Year Plan at each level, procedure of study and co-ordination in the horizontal and the vertical planes.
7. Composite indices of progress for each sector of development activity: Procedure of working out the same and method of comparison in time and place at each level.
8. Numbers and dates of important circulars and G.Os, together with brief contents thereof.
9. Sources of supply of equipment and books.
10. Current prices of important items of supply, e.g. manures and agricultural implements etc.
11. List of important books and journals, subject-wise.
12. Comparative statistics of India and other countries (technical items).
13. Annual seasonal calendar.
14. List of Research Stations/Institutions in India which should be consulted on technical subjects.

(c) *Tables*

1. Daily wages.
2. Weights and Measures.
3. Proformae of statements to be submitted.
4. Calendar.
5. Other technical tables.
6. Map of the Block (Scale 1" = 4 miles), indicating location of important centres of activity, including those serving as nucleus for radiation of activities all round.

## PART II: STATISTICAL

This part will be divided into the following sections:—

- (A) Basic information common for all block level workers to be printed in all diaries.
- (B) Basic information useful for individual subject-matter specialists to be printed in the diaries of the related extension officers only except in the case of the diary of the block development officer in which all the information should be included.
- (C) Grants-in-aid, loans and people's contribution.

(D) Progress Reports (Targets and Achievements) and Daily Diary. This portion will be divided into two parts, one dealing with the progress reports against each item and the other containing a record of each day's work on the same lines as in the case of the Gram Sewaks, with the only difference that in the case of the block level workers the unit of reporting will be the Gram Sewak Circle. Some blank pages should also be left at the end for remarks by the supervising officers from higher levels.

2. The requisite proforma and out-lines are given subsequently.



**Appendix 12 (B) --(Contd.)**

**HAND BOOK-CUM-POCKET DIARY OF BLOCK LEVEL WORKERS**

- (A) BASIC INFORMATION FOR ALL THE BLOCK LEVEL WORKERS**  
**(B) BASIC INFORMATION FOR INDIVIDUAL SUBJECT-MATTER SPECIALISTS**
- 

(2)

Name .....

Designation .....

Block .....

District .....

Year.....Signature .....



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### (A) BASIC INFORMATION FOR ALL

All the principal items in the Block Survey Reports regarding area, population, No. of families, occupational distribution of adults, information centres in the various Gram Sewak circles in the block, location of the block headquarters, names of local village leaders and prominent persons etc. should be covered under this head in appropriate tables.

### (B) BASIC INFORMATION FOR INDIVIDUAL SUBJECT-MATTER SPECIALISTS

(1) *Agriculture*.—Location of farms, orchards, nurseries and their particulars; distribution of area as cultivated, uncultivated, irrigated, unirrigated etc.; crop distribution; horticulture; means of irrigation; sources of supply of seeds, manures and implements; sale agencies for agricultural and horticultural produce; main plant diseases prevalent in the block from time to time; soils and crop rotation; manures and implements in use; general situation of rainfall; principal fruit and fuel trees grown; and other items should be provided for with appropriate tables.

(2) *Animal Husbandry*.—Cattle population under different categories and breeds; foot-baths and improved cattle-sheds; existing veterinary institutions; cattle exhibitions and melas; and cattle diseases usually required to be handled should figure in suitable tables.

(3) *Social Education*.—Suitable tables should include items such as general information regarding various social education institutions in various Gram Sewak circles, buildings for these institutions, literacy situation in the different circles and in the block as a whole, existing facilities for basic education for boys and girls, and existing facilities for higher education in the different circles as well as the block as a whole.

(4) *Public Health*.—Distribution of population according to sex and age groups; existing facilities for public health such as allopathic and ayurvedic dispensaries and hospitals and maternity centres; sanitary provisions; main diseases and contagious diseases usually confronted with; other main problems of public health in the various circles; general preventive and curative measures against malaria, philaria, T.B., kala-azar, typhoid etc.; existing arrangements for the removal of night soil etc.; existing system of sewage disposal; systems of improved latrines; all these items should be suitably recorded in appropriate tables.

(5) *Co-operatives*.—No. of villages having co-operative societies; No. of villages in which co-operative societies are being organised; proportion of families participating in co-operative societies to total No. of families; No. of co-operative societies of different categories; pucca co-operative seed store buildings; location of co-operative unions and co-operative Ghee unions; banking facilities with location of co-operative and other banks; No. of co-operative societies covered by each bank; loans distributed and over-due etc.: all such items should find a place in suitable tables in the diary with reference to the Gram Sewak Circles and the block as a whole separately as far as possible.

(6) *Panchayats*.—No. of panchayats, Nyaya Panchayats, revenue collecting panchayats, panchayats enforcing model bye-laws; taxes levied and realised; expenditure on different development programmes sector-wise; No. of trained panchayat officials; total No. of panchayat officials, all these and other items should be provided for in the diary of the extension officer concerned, with reference to Gram Sewak circles and block as a whole.

(7) *Village and Cottage Industries*.—Persons employed under each industry and value of the annual production of each; location of the principal village and cottage industries; sugar-cane crushers installed; oil expellers installed; leather training centres; training-cum-production centres; co-operative brick kilns and volume and value of annual production of each: all these and other relevant items with suitable categories under each should be covered in suitable tables, again with reference to Gram Sewak Circles and the block as a whole.

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**(C) GRANTS-IN-AID, LOANS AND PEOPLE'S CONTRIBUTION**

**(i) Budget Loans**

Sl. No.	Purpose of the loan	Total loans available for the Block (Rs.)	Names and addresses of recipients	Amounts of loans advanced (Rs.)	Dates of applications	disbursements	Remarks
---------	---------------------	---	-----------------------------------	---------------------------------	-----------------------	---------------	---------

**(ii) Grants-in-aid**

Sl. No.	Purpose of grant-in-aid	Total amount available for the Block (Rs.)	Names and addresses of recipients	Amounts disbursed				Dates on which purpose of the grant completed
				1st Qr.	2nd Qr.	3rd Qr.	4th Qr.	

**(iii) People's Contribution**

Sl. No.	Purpose of Contribution	Gram Sewak Circle	People's Contribution										Total (Rs.)
			Cash (Rs.)	Labour	Land	Buildings	Other						
				Man- hours	Va- lue Rs.	Area (acres)	Va- lue Rs.	Nos.	Va- lue Rs.	For- m	Qty.	Va- lue Rs.	
1	2	3	4	5	6	7	8	9	10	11	12	13	14

**(D) PROGRESS REPORTS (TARGETS AND ACHIEVEMENTS) AND DAILY DIARY**

**(i) Proforma for Progress Reports**

Subject :  
Season :

Main Item :  
Sub-Item :

S. No. of Gram Sewak Circle	Previous year's total achievement	April	May	June	July	Aug.	Sept.	Total achievement for current half-year
		T A	T A	T A	T A	T A	T A	

Total .

Progressive  
Total :

**(i) Proforma for Progress Reports (contd.)**

Subject :  
Season :

Main Item :  
Sub-Item :

Sl. No. of Gram Sewak Circle	Previous year's total achievement	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Total achievement for current year
		T A	T A	T A	T A	T A	T A	

Total .

Progressive  
Total .

NOTE: The above two pages will face each other and as many similar sheets facing each other shall be provided in the diary as the number of items and sub-items to be reported upon. The symbols 'T' and 'A' stand for targets and achievements respectively.

**(ii) Proforma for daily diary**

Month.....195 .

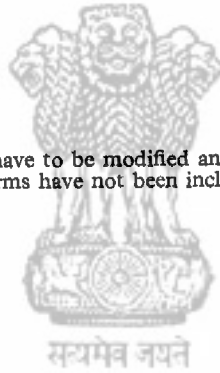
Date	Gram Sewak Circle	Work done	Place of night halt
------	-------------------	-----------	---------------------

NOTE:— Two such pages will face each other and as many similar sheets will be provided in the diary after the portion containing Progress Reports proforma, as may be necessary.

### **Appendix 13**

#### **OUTLINES OF THE MONTHLY PROGRESS REPORT PROFORMA EVOLVED BY THE PLANNING RESEARCH AND ACTION INSTITUTE, U.P.**

**NOTE :** These proformae will have to be modified and adapted for report on a quarterly basis. Some of the forms have not been included in this Appendix.



FORM A

*Gram Sewak's Progress Report for the month of..... 195*

Principal Head.....

Name of Gram Sewak.....Circle Headquarters.....

Block.....District.....

Standard Serial No. *	Items of work	Target for the month	Achieve- ment during the month	Corres- ponding achieve- ment last year	Progres- sive Target	Progres- sive Achieve- ment	Progres- sive achieve- ment during correspon- ding period last year
-----------------------------	------------------	----------------------------	---	---	----------------------------	--------------------------------------	---

1	2	3	4	5	6	7	8
---	---	---	---	---	---	---	---



\*This should correspond with the serial numbers of items as given in the Monthly Progress Report proforma in Form 'G' in order to facilitate tabulation at the block headquarters.

**NOTES AND COMMENTS BY GRAM SEWAK**

1. Significant successes and failures.
2. Difficulties, bottlenecks and suggestions for solution.

\_\_\_\_\_  
Signatures of Gram Sewak

FORM B

People's Contribution

Gram Sewak Circle.....Block.....Month.....195

Sl. No.	Items	(1) Cash	(2) Labour		(3) Land		(4) Buildings		(5) Others		Total Estimated value of (1) to (5) (Rs.)	Grants-in-aid (Rs.)	Loans (Rs.)	
		(Rs.)	Man-hours	Value (Rs.)	Area	Value (Rs.)	Nos.	Value (Rs.)	Particulars	Quantity				
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15

Signatures of Gram Sewak

Date.....

## FORM C

## Gram Sewak's Fortnightly Programme and Tour Report

Block..... Gram Sewak Circle..... Fortnight..... from..... to..... 195.....

Date	Villages to be visited	Work programmed	Place of night halt	Actual place of night halt	Execution report
1	2	3	4	5	6



The above programme has been approved by the Group Level Workers concerned at today's meeting.

Submitted to Block Development Officer.

Date..... Signatures of Gram Sewak .....

Signatures of Gram Sewak  
Date.....



## FORM D

*Proforma for two additional Registers to be maintained by Gram Sewak*

## (i) Cattle Inoculation Register

S. No.	Owner's name	Village	Name of disease	Category* & No. of cattle inoculated	Date of inoculation	Preventive or curative	Result
1	2	3	4	5	6	7	8

\*Please state whether cows, buffaloes, bullocks etc.

## (ii) Agricultural Demonstration Register

Name of Crop ..... Rabi/Kharif 195..../5 .....

Class of Demonstration ..... Purpose .....

Block/Tehsil ..... Gram Sewak Circle .....

Village..... Farmer's name .....

Sl. No.	Particulars	Treated Plot **	Control Plot
1	2	3	4

## 1 Situation of the Field—

- (a) Khasra No. . . . .
- (b) Soil and surface etc. . . . .
- (c) Manures and fertilisers used during preceding two seasons . . . . .
- (d) Particulars of the preceding two crops. . . . .

## 2 Details of seeds sown—

- (a) Variety . . . . .
- (b) Quantity per acre (Seers) . . . . .
- (c) Method of sowing . . . . .
- (d) Date of sowing . . . . .

## 3 Details of manures and fertilisers—

- (a) Manures and fertilisers used . . . . .
- (b) Quantity per acre (Mds.) . . . . .
- (c) Method of manuring . . . . .
- (d) Date of manuring . . . . .
- (e) Amount spent (Rs.) . . . . .

\*\*Please see remark at end of this form.

Sl. No.	Particulars	Treated Plot **	Control Plot
1	2	3	4
4	<i>Details of Agricultural Implements used—</i>		
	(a) Plough . . . . .		
	(b) Cultivator . . . . .		
	(c) Seed drill . . . . .		
	(d) Others . . . . .		
5	<i>Germination—</i>		
	Percentage of seed germinated . . . . .		
6	<i>Irrigation—</i>		
	(a) Means (canal, well, tank, river etc.) . . . . .		
	(b) Means utilised . . . . .		
	(c) No. of waterings . . . . .		
	(d) Dates of waterings . . . . .		
7	<i>Sowing, hoeing, and weeding etc.—</i>		
	(a) No. of times hoeing and weeding done . . . . .		
	(b) Man-days spent . . . . .		
	(c) Rate of daily wages . . . . .		
	(d) Details of improved methods of sowing adopted . . . . .		
8	<i>Date of crop-cutting . . . . .</i>		
9	<i>Result of crop-cutting (Mds., Srs. and Chataks)</i>		
	(a) Weight of the produce (20 hoops) inside the selected triangle/rectangle. (to be taken immediately after crop-cutting before drying) . . . . .		
	(b) Weight of produce after drying . . . . .		

#### OTHER REMARKS

Please note below the relevant information against each item.

1. Details of crop diseases and loss due to cattle pests, measures taken to remove them, percentage of loss to the crop and amount spent on all the measures taken.
2. Special events which may have affected the crops, such as drought, frosts, floods etc., and percentage of loss to the crop on these accounts.
3. Other significant details such as the impact of the demonstration on the farmer and on other farmers, suggestions for improvement in the procedure of field demonstrations for the future, main difficulties confronted in making the demonstrations effective and successful and the methods used to remove them etc.

\_\_\_\_\_  
Signatures of Gram Sewak.

\_\_\_\_\_  
*Remarks of Supervisory Staff*

\*\*If there are more than one demonstration plots, this column should be sub-divided into as many columns, and details of each recorded separately.

## FORM E

Block Level Subject-Matter Specialists' Progress Report for the month of ..... 195 .

Designation.....Block.....District.....

Sl. No.	Name of the Gram Sewak Circle	Item*		Item*		Item*		Item*		Item*		Item*		Item*		Item*		Item*		Item*	
		Tar- get for the month	Achie- vement during the month	Tar- get for the month	Achie- vement during the month	Tar- get for the month	Achie- vement during the month	Tar- get for the month	Achie- vement during the month	Tar- get for the month	Achie- vement during the month	Tar- get for the month	Achie- vement during the month	Tar- get for the month	Achie- vement during the month	Tar- get for the month	Achie- vement during the month	Tar- get for the month	Achie- vement during the month	Tar- get for the month	Achie- vement during the month
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22
</																					

\*Please stick to the names of items of work, units and serial numbers as those given in the Monthly Progress Report Proforma as per Form 'G'.

Signatures .....

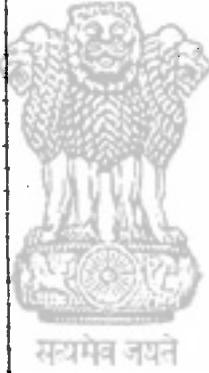
Date.....

## FORM F

Block Level Subject-Matter Specialists' Programme for the month of ..... 195 .

Designation.....Block.....District.....

Sl. No.	Date	Name of Gram Sewak Circle	Work programmed	Place of night halt	No. of action visits	No. of night halts	Actual place of night halt	Execution Report
1	2	3	4	5	6	7	8	9



Total for the Month .

Total since the beginning of the year .

Signatures .....

Date.....

## FORM G

## MONTHLY PROGRESS REPORT FOR THE BLOCK

Block.....

Month .....Year.....

## PART A—STATISTICAL

*List of principal headings in the Monthly Statistical Progress Report*

1. Agriculture
  - (i) Seed distribution.
  - (ii) Seed procurement.
  - (iii) Manures and fertilisers.
  - (iv) Agricultural implements.
  - (v) Soil conservation and land reclamation.
  - (vi) Agricultural extension work.
  - (vii) Horticulture.
  - (viii) Plant protection.
2. Agricultural engineering and minor irrigation works.
3. Animal husbandry.
4. Public health.
5. General and Social Education.
6. Prantiya Rakshak Dal and cultural activities.
7. Cooperatives.
8. Panchayats and community works.
9. Harijan welfare, and amelioration of backward classes.
10. Social welfare, women welfare and youth work.
11. Cottage and small scale industries.
12. Miscellaneous.
13. People's contribution.
14. Others.

---

NOTE :— A suggestive list of items of work under each of these heads can be seen in the Monthly Progress Report proforma evolved by the Planning Research and Action Institute, Uttar Pradesh, Lucknow, and adopted with such additions and alterations as may be called for in the light of local requirements of each State.

**FORM G (Contd.)**  
**Proforma for Monthly Statistical Progress Report at the Block Level.**

(As many sheets to be provided for as the number of items may justify and report of each major head should be on independent sheets of paper)

Sl. No.	Items of work with principal heads	Achievement during last year	Current year's target	Target for the month	Achievement during the month	Corresponding achievement last year	Cummulative achievement target	Cummulative achievement	Corresponding achievement last year	Remarks
I	2	3	4	5	6	7	8	9	10	11



NOTE :—Suggestive details such as varieties of seeds, manures and fertilisers, improved implements, crop pests and diseases, cattle diseases, breeds of cattle, definition of technical terms and instructions regarding actual scope of items to be reported upon should be indicated in foot-notes.

1. Details of successes and failures during the month and their causes.

3. Progress of team spirit and cooperation among the field workers in the horizontal as well as the vertical planes, and suggestions for improvement.

5. Seasonal analysis of the items of work which are more prominent in various months (such as Rabi/Kharif Seed Distribution and Recovery, lay-out and analysis of agricultural demonstrations, inoculation of cattle, mass vaccination etc.).

6. Analysis of various programmes started and sustained, impact of various programmes on ultimate increases in productivity and other expected results and of achievements as proportion of the corresponding development potential of the Blocks in each sphere.



## FORM II

*Forma for Monthly Statistical Progress Report on People's Contribution for the Block.*

Sl. No.	Items of work	(1) Cash (Rs.)	(2) Labour		(3) Land		(4) Buildings		(5) Others		Total estimated value (1) to (5) (Rs.)	Grants-in-aid	Loans (Rs.)	
			Man-hours	Value (Rs.)	Area	Value (Rs.)	Nos.	Value (Rs.)	Particulars	Quantity				
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15



NOTE :—As many similar sheets should be provided as may be justified by the number of items in which the people may have contributed in one form or the other.



## Appendix 14

### NOTE ON PROGRESS INDICATORS AND COMPOSITE INDICES OF PROGRESS

The problem of evolving suitable progress indicators and composite indices of progress has not yet admitted of a satisfactory solution. Good progress indicators, including composite indices of progress, should satisfy the following criteria:

(i) They should correctly reflect the progress of each programme and enable the workers at all levels to keep in touch with the progress of achievements in relation to the ultimate objectives of the programme.

(ii) They should help to stimulate thinking at all levels regarding the deficiencies in achievements as compared with the corresponding targets fixed for the periods under consideration as well as for the Plan period as a whole on the one hand, and the development potential of the area (the Gram Sewak circle, the block, the district, the State or the country at large, as the case may be) on the other.

(iii) It should be possible for the staff concerned to report the data for the indicators satisfactorily to ensure that the data are fairly reliable and capable of comparison between different areas at any given time and in the case of the same area at different times. The analysis should give the following comparisons:

- (a) Achievement in different Gram Sewak's circles;
- (b) achievement against the targets for the period under report as well as the progressive achievements against progressive targets;
- (c) achievement during the current year with the achievements during the corresponding period of previous year;
- (d) total achievements since the starting of the programme for the area as percentage of the corresponding target for the entire plan period in order to indicate how much of the work that can possibly be done has already been completed and how much remains to be done under each item;
- (e) achievement per 1,000 of population or per unit cost or other suitable unit in order to provide a uniform base for comparison in different blocks. Obviously, no single unit of measurement can be applicable to all the items of the programme.

(iv) The data should be significant and should reflect vital information likely to be of use in judging the progress and modifying the future course of action.

2. The pro-forma for final progress reports at all levels should satisfy the requirements of the above characteristics. The statistics available through the block survey reports and the regular progress reports referred to above will not be sufficient for determining the progress indicators; the analytical portion of the report too should be used for setting out significant features and conclusions including the items reflected in the statistics as well as collective aspects to be observed directly.

3. Another important consideration is that most, if not all, the items of the programme are seasonal in nature and they commence and close in a particular part of the year. The progress indicators will, therefore, have to form part of the seasonal analysis. The comparison of achievement as between different units of area or different periods of the same unit or in relation to the total need or potential, or in relation to the effort or resources spent, or extent of acceptance by the people or the families covered, should be brought out in the body of the analytical report at the close of each season.

4. In order to make the progress indicators really useful for timely action, it is obvious that all this analysis should be available to each successive supervisory level at the earliest possible time. The progress indicators would therefore necessarily have to form part of the quarterly analysis in respect of all items, the season for which closes in a particular quarter.

5. The progress indicators should be computed and the same type of analysis should be carried out by our workers at all levels with the only difference that the area covered and its unit will be different. Thus, for instance, within limits of practicability, the Gram Sewak should be as much interested in respect of his circle in the number of families using fertilisers, the quantity used by them, the acreage covered and the additional production likely to accrue as a result thereof, as the Extension Officer (Agriculture) and the Block Development Officer at the block level, the District Agriculture Officer at the district level, the Director of Agriculture and the Development Commissioner and other authorities at the State level and the Ministries of Agriculture and Community Development at the Centre. Our workers at all the levels should use these progress indicators for a more realistic and effective action at their own levels as well as for enabling the higher levels to take equally realistic and effective action in their turn.

6. The data regarding such items as population, emigrants, immigrants, occupational distribution of population and employment under the

current list of indicators does not vary substantially from year to year and no suitable machinery exists to record variations in the short period satisfactorily. All these items have therefore been rightly excluded from the list of indicators by the Sixth Development Commissioners' Conference. In respect of large scale variations, however, special studies in the causes and the effects of the same should certainly be encouraged.

7. An illustrative proforma is being given in Annexure I which, it is hoped, will be helpful in working out correct progress indicators as well as composite indices of progress at all levels. Brief outlines of working out these indicators and indices are given below. It would be desirable if subject matter specialists at all levels work out complete details in respect of the items of activity and the various programmes with which they are concerned, on these lines.

8. Hitherto the practice in respect of progress indicators has been to collect data for physical achievements for selected items, consolidate the same for the country as a whole and reproduce the same as an indication of achievement. In the case of improved seeds distributed, for example, the total quantity of all varieties of improved seeds distributed as a consolidated figure for the country as a whole does not give any useful indication of the attainment of the ultimate objectives of this activity. If, on the other hand, the progress of the distribution of improved seeds is studied separately for each variety, for each level and under the following heads, the results will be entirely different:

- |  |                |
|--|----------------|
| (i) Improved seeds distributed   | ..... (Mds.)-  |
| (ii) Area covered  | ..... (Acres.) |
| (iii) Item (ii) as percentage of total cultivated area under the seed in question.             | (Percentage.)  |
| (iv) No. of families using improved seed   | (Nos.)         |
| (v) Item (iv) as percentage of total No. of agricultural families sowing the seed in question. | (Percentage.)  |

9. Here the progress indicator will be, not the quantity of seed distributed under each variety or under all varieties, but the percentage of the area under improved variety against the total area under the improved as well as the ordinary varieties of the same seed on the one hand and the percentage of the number of agricultural families using improved variety against the total number of agricultural families using both the improved as well as the ordinary varieties of the same seed, on the other. A summation of the data in absolute figures against each of the items (i), (ii) and (iv) for each constituent unit within a level (villages in a Gram Sewak circle, Gram Sewak circles in a block, blocks in a district, districts in a State and States in the country) will easily make it possible to work

out progress indicators, i.e. items (iii) and (v), for each higher level, realistically and without any loss of time for effective direction.

10. An expression of each of the items (i) to (v) referred to in para 8, in the proforma given in Annexure I will obviously make many more comparisons possible. An analysis of the data in this form will easily reveal, apart from many other interesting features of the study, the pockets within each area which require the immediate attention of the development staff for securing the objectives of the activity most economically.

11. Another instance may be taken from the various items under the co-operative programme. All the societies may be categorised into credit, multi-purpose, farming, marketing, industrial, those working on integrated finance system etc. Each of these categories may then be studied with reference to

- (i) Total No. functioning;
- (ii) Total membership;
- (iii) No. of villages covered;
- (iv) Amount of share capital raised;
- (v) Average share capital per member;
- (vi) Amount of loans advanced;
- (vii) No. of members to whom loans advanced;
- (viii) Average loans advanced per member;
- (ix) No. of instalments due;
- (x) No. of instalments paid;
- (xi) Item (x) as a percentage of item (ix);
- (xii) No. of persons on whom instalments are due;
- (xiii) No. of persons who paid instalments; and
- (xiv) Item (xiii) as percentage of item (xii).

The conclusions from the above data and from its expansion in the form in Annexure I are obvious.

12. In respect of composite indices, the efforts so far have been to evolve some sort of a weightage to each item of activity under all the sectors and to work out a composite index for the entire development programme as a whole. It is now generally agreed that composite indices will have to be worked out separately for each sector of activity, i.e., agriculture, animal husbandry, etc. To begin with, it would perhaps be more desirable to delimit the scope of the composite indices still further by selecting specific items under each sector, having a bearing upon specific objectives, such as increased food production etc., and work out the composite indices for each such group of items separately. This will be possible by adding the relevant expected results in columns 15 and 16 in Annexure I at each level and rendering the totals as a percentage of the corresponding targets. In the present stage of the statistical organisation, a more minute analysis will perhaps not be quite practicable.

## Annexure I

Illustrative Proforma for Progress Indicators and Composite Indices of Progress  
(For all levels)

Sl. No.	Items with background data	Current quarter		Corresponding quarter during previous year		Progressive		Progressive Target at end of Second Plan period		Col. 11 Expected results in terms of basic objectives during current quarter*		Col. 12 Expected results in terms of basic objectives during current quarter*		Col. 13 Expected results in terms of basic objectives during current quarter*		Remarks
		Target	Achievement	Target	Achievement	Target	Achievement	Target	Achievement	Target	Achievement	Target	Achievement	Target	Achievement	
		Percent-age	Percent-age	Percent-age	Percent-age	Percent-age	Percent-age	Percent-age	Percent-age	Percent-age	Percent-age	Percent-age	Percent-age	Percent-age	Percent-age	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17

\*In columns 15 and 16 the expected results will be based on some sort of a yard-stick. The Central Govt. (*vide* Annexure I(a) and the State Govts. have prescribed such yard-sticks in respect of various items for food production. Similar yard-sticks should be evolved for different levels in the light of local conditions. In the case of other programmes, such yard-sticks will be required for very few items.

## Annexure I(a)

**Statement of all India Yard-sticks of Additional Food Production**  
*(As prescribed by the Directorate of Economics and Statistics, Ministry of Food and Agriculture)*

*(General Yard-stick - on per acre)*

	Acreage covered per unit (acres)	Additional production (tons)
<b>I. Permanent Schemes</b>		
<b>(i) Minor Irrigation.</b>		
(a) Sinking of new wells . . . . .	5.0	1.0 per well
(b) Repairs to old wells . . . . .	2.5	0.5 per well
(c) Installation of persian wheels, rahats etc . . . . .	2.5 Addl.	0.5 * per rahat, etc.
(d) Tubewells . . . . .	400**	60 per tubewell**
(e) Pumping installations . . . . .	} These vary with the size of the Unit.	0.2 tons per acre.
(f) Tanks, dams, channels etc . . . . .		
<b>(ii) Land Improvement Schemes.</b>		
(a) Clearance and reclamation of waste lands		General Yardstick: 1/3 ton per acre of new land.
(b) Mechanical Cultivation . . . . .		No general yard- stick applied.
(c) Contour bunding. . . . .		1/50 ton per acre.
<b>II. Supply Schemes:</b>		
	Dosage	Addl. production per unit (tons)
<b>(i) Fertilizers.</b>		
(a) Ammonium Sulphate . . . . .	20 lbs. of Nitrogen per acre.	2.0 per ton of am- monium sulphate.
(b) Super Phosphate . . . . .		1.0 per ton of super- phosphate.
<b>(ii) Manures.</b>		
		(varies widely)
(a) Oilcake . . . . .		1.0
(b) Bonemeal . . . . .		1.0
(c) Town compost . . . . .		0.03
(d) Green manure . . . . .		4.0
<b>(iii) Improved seeds.</b>		
(a) Rice . . . . .		2.0 per ton of seed.
(b) Wheat . . . . .		2.0 per ton of seed.

\*A well fitted with persian wheel etc., gives 1.5 tons of extra yield.

\*\*This represents the general yard-stick, but it varies with the size of the tubewell. Even of these 400 acres generally covered by a tubewell, it is expected that only 300 acres will benefit foodgrains.

## Appendix 15

### "FOLLOW-UP OF THE TRAINEES—GRAM SEWAK"

1. The Instructors, B.D.Os and Extension Officers should all be involved equally in the follow-up programme. They should all study the work of Gram Sewaks in the field and separately and jointly evaluate their work. So far as Instructors are concerned, they may do this one by one at a time. Once in three or six months, Instructors concerned should sit with B.D.Os and Extension Officers to check up the records of work of the Gram Sewak and find out where his work is weak and then immediately proceed to strengthen him at that point through joint guidance.

2. Every Gram Sewak should send to the Principal of the Training Centre through the B.D.O. a copy of his report of work on which the B.D.O. in consultation with the Extension Officers will put down his remarks. The Principal would then decide which Instructor should take up the follow-up work in such a case. He may also send his suggestions for improvement in training to the Principal with a copy to the B.D.O.

3. Carefully designed Family Record Sheets or Cards should be dis-



5. The measure of people's participation will also be, to an extent, the measure of the success of the Gram Sewak's work. Therefore, records of people's participation in every item of work must be kept as precisely and fully as possible.

6. Once or twice a year, Gram Sewaks who have done at least one year's work in the field should be pulled back for a three days' seminar at their Training Centres so that the staff and they could sit together and discuss the various problems that have arisen in the meantime in their work in the field.

7. Every Training Centre should send out to Gram Sewaks trained by them a Quarterly Newsletter indicating changes and improvements in the training programme and placing before the Gram Sewaks results of experiments, specific projects, etc. conducted at the Training Centres. This will help to create a feeling in the Gram Sewaks that they are all the time linked to their Training-Centre and keep them up-to-date with certain techniques of work.

8. Similar steps should also be taken in respect of all other categories of trainees.





## Appendix 16

### "FOLLOW-UP OF THE S.E.Os"

1. Every S.E.O. furnishes a monthly report of work to the B.D.O. A copy of this report with the remarks of the B.D.O. should be sent to the Director of the Training Centre. Such remarks should include not only personal observations of the B.D.O. but also the constructive criticisms which the work of the S.E.O. might have called forth at the monthly meeting of the Block staff. The Director and his staff will, in turn, study these papers and decide which S.E.Os should be visited at their working centres next time. This means that visits of instructors would be on the basis of problems raised in the report.

2. Instructors will, then go to the working centres of the S.E.Os and study the work of the S.E.Os and their problems and difficulties current therein. Such visits must be arranged through the B.D.Os who should also, wherever necessary, join the Instructors in their study. Extension Officers concerned should also be involved in this study on the spot. As a result, the S.E.O. must get added guidance to improve his work. Careful records must be kept of such work, at the Training Centre.

3. The Centre should prepare a Quarterly Newsletter containing information about such work, as that will help other S.E.Os in their own areas and about development and changes in the training programme at the Centre which will give to S.E.Os at work in the field, new ideas and techniques. The Newsletter must become an effective link between the Centres and field. A supply line must be maintained from the Training Centre to the field for S.E.Os at work to take to them leaflets, pamphlets, reports, etc. which would keep them up-to-date with what is happening in the field of social education throughout the country. If such literature is heavy, extracts may be taken by a member of the teaching staff which may be sent to the S.E.Os.

4. Those who have completed at least two years of work in the field may be pulled back in batches for refresher courses. The maximum number in a refresher course may be fixed at 40 to 50 for the S.E.Os. A few B.D.Os also may be invited to come into the course. It might be necessary to have a refresher course extending for a week during each course of regular training. These refresher courses should be conducted on the seminar pattern, stressing group discussions and studies more than lectures. Leaders of social and constructive work should also be

invited to help in conducting these courses. At the end of every refresher course, findings and explanations should be brought together into a small brochure and circulated to the S.E.Os in the field.

5. When the Instructors visit the S.E.Os in their areas of work, Instructors must invite village leaders, irrespective of parties and groupings to give their opinion frankly and preferably in writing.



**Appendix 17**  
**ASSESSMENT OF ADDITIONAL AGRICULTURAL PRODUCTION IN C.D./N.E.S. AREAS**

Sl. No.	State	Average quantity of seed distributed per block per year	Additional production due to seed distribution	Average quantity of fertilizer distributed per block per year	Additional production due to fertilizer distribution	Cumulative total per block brought under irrigation	Additional production due to irrigation	Cumulative total per block of the area freshly reclaimed	Additional production due to reclamation	Total additional production per acre	% additional production
		(mds.)	(mds.)	(mds.)	(mds.)	(acres)	(mds.)	(acres)	(mds.)	(mds.)	
I	2	3	4	5	6	7	8	9	10	11	
1	Andhra Pradesh	3696.8	11,090	15010.0	30,020	2,284	31,405	5391	74126*	2.43	41.4
2	Bihar	1479.9	1480	3700.6	7401	2442	13431	321	3110	0.57	12.4
3	Bombay	1503.0	2360	3808.2	7616	1210	6655	965	7961	0.26	6.5
4	Kerala	57.5	213	2379.1	5478	232	1595	213	2197	0.27	2.7
5	Madhya Pradesh	1442.0	1182	1701.5	4254	1295	7122	3146	13842	0.27	6.5
6	Madras	720.6	2162	15222.7	30445	2428	33385	503	3458	1.52	19.0
7	Mysore	1473.6	2947	6627.9	13256	1158	8743	1035	14231	0.44	9.8
8	Orissa	815.7	3263	1740.4	3481	767	4219	481	2910	0.28	4.9
9	Punjab	2765.2	5530	3511.6	5970	3739	20565	2889	26483	0.72	11.6
10	Rajasthan	3025.1	5445	1015.9	2540	983	5677	1060	9717	0.22	7.2

11	Uttar Pradesh	5754.8	7194	2061.8	3299	4767	28840	391	3910	0.81	10.7
12	West Bengal	456.3	2738	3620.4	4707	595	6819	500	4125	0.44	4.3
	All India	2468.2	4936	4584.3	9169	2294	12617	1377	12623	0.61	10.8

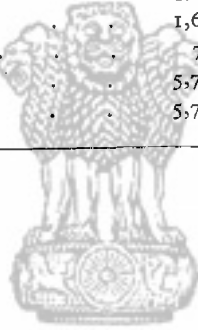
- EXPLANATORY NOTES :—
1. The figures of all series of blocks have been converted into average achievement per block. Average achievement per year has been taken into account for the purpose of estimating the additional production resulting from the distribution of improved seeds and fertilizers; while cumulative achievement per block has been taken as the basis, for working out the additional production due to fresh area brought under irrigation and reclamation.
  2. Figures have been worked out on the basis of the 'Statistical Statement showing Achievements for the Quarter ending March, 1957' supplied by the Ministry of Community Development.
  3. For working out yearly achievements in case of all types of blocks, the period from the actual date of their opening to March, 1957 has been taken into account.
  4. The yardsticks for states and all-India obtained from the Directorate of Economics and Statistics, Ministry of Food and Agriculture, have been utilized for calculating the additional production.
  5. All-India figures include the achievements for centrally administered areas also but exclude those for Assam and Jammu & Kashmir for which information is not available.
  - 6.\* The figures reported under the column 'reclamation' for Andhra State, are inclusive of the achievements under soil conservation also.

### Appendix 18

#### THE EXTENT OF SATURATION UNDER IMPROVED VARIETIES OF SEEDS OF MAJOR CROPS.

NOTE :- The study is based on the information received from 92 blocks out of those selected for study by the Team)

Sl. No.	Name of the crop	Total area sown (acres)	Area under improved varieties (Acres)	Extent of coverage under improved varieties (%)
1	Wheat . . . . .	7,76,848	3,71,048	48
2	Paddy . . . . .	20,46,209	4,27,987	21
3	Cotton . . . . .	3,88,761	1,16,824	30
4	Peas . . . . .	34,351	20,525	60
5	Potato . . . . .	29,229	3,999	14
6	Gram . . . . .	3,16,102	55,566	18
7	Maize . . . . .	1,68,549	17,183	10
8	Barley . . . . .	71,736	20,092	28
9	Jawar . . . . .	5,73,442	67,983	12
10	Bajra . . . . .	5,73,688	15,542	3



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### Appendix 19

#### AVERAGE NUMBER OF DEMONSTRATIONS HELD PER BLOCK PER YEAR IN DIFFERENT STATES OF INDIA

(SOURCE: Statistical statement for the quarter ending March, 1957, made available by the Ministry of Community Development.)

Sl. No.	State	Average (weighted)
1	2	3
1	Andhra Pradesh . . . . .	3977
2	Bihar . . . . .	1084
3	Bombay . . . . .	119
4	Kerala . . . . .	100
5	Madhya Pradesh . . . . .	186
6	Madras . . . . .	198
7	Mysore . . . . .	916
8	Orissa . . . . .	186
9	Punjab . . . . .	629
10	Rajasthan . . . . .	272
11	Uttar Pradesh . . . . .	621
12	West Bengal . . . . .	298
	<b>All India . . . . .</b>	<b>753</b>

NOTE :— All-India figures include the achievements for centrally administered areas also but exclude those for the States of Assam and Jammu and Kashmir for which information is not available.

**Appendix 20**  
**TARGETS AND ACHIEVEMENTS OF SEED MULTIPLICATION FARMS.**  
 (SOURCE :—Indian Council of Agricultural Research, Ministry of Food and Agriculture.)

Sl. No.	State	No. of Development Blocks to be set-up during 2nd plan period	No. of seed farms to be set-up in the 2nd plan period	Seed farms sanctioned during 1956-57	Actually set up 1956-57	Seed farms sanctioned in 1957-58	Progress made during 1957-58
1	2	3	4	5	6	7	8
1	Andhra Pradesh	457	562	61	..	71	68 seed farms have been established on land taken on lease. Efforts are being made for the establishment of the remaining 3 seed farms shortly.
2	Assam	160	160	20	17	40	25
3	Bihar	574	597	75	Land for 70 farms acquired.	250	Land acquisition proceedings for 178 farms are in progress.
4	Bombay	649	400	26	10	166	33
5	Jammu & Kashmir	52	45	20	..	18	Information not received.
6	Kerala	142	7	1	..	2	2 Seed farms already started. Notification for the acquisition of land for 3 farms since issued. Selection for land for 2 farms is in land.
7	Madhya Pradesh	400	459	27	20	52	13 places provisionally selected for 100 acre farms, i.e. 52 farms of 25 acres in compact units.
8	Madras	340	400	50	38 farms opened	131	32 farms opened.

	9	Mysore	273	23	9	7	14	Arrangements have been made to purchase land.
10	Orissa	307	160	26	13 seed stores established	26	28	Selection of site and acquisition of land for 50 farms in progress. 25 seed stores established in the seed farms.
11	Punjab	228	235	19	17	108	..	..
12	Rajasthan	225	166	21	8 farms started & 15 seed stores constructed.	84	..	..
13	Uttar Pradesh	923	876	110	115 farms started & 73 seed stores constructed.	350	200 seed stores opened in rented buildings. Land for about 30 new farms selected. For remaining farms land being selected.	..
14	West Bengal	343	200	14	..	90	13 seed farms opened. Sites for farms selected.	..
15	Andamans	5	2	..	..	2	Information not received.	..
16	Delhi	8	4	1	..	1	30 acres land selected.	..
17	Himachal Pradesh	34	10	3	..	3	..	..
18	Manipur	16	9	..	..	..	..	..
19	Tripura	15	10	1	one seed store started	5	Sites for 3 farms being acquired. Sites remaining 2 farms selected.	..
20	Pondicherry	2	3	1	..	1	Sites for seed farms selected and being acquired.	..
21	N.E.F.A.	24	..	..	..	..	..	..
<hr/>								
TOTAL		5,177	4,328	485	Farms set up 259 Land acquired 70 (acres) Seed stores 88	1,416	Farms set up Land acquired Sites selected Seed Stores	173 265 (acres) 130 225



## Appendix 21

## AGRICULTURAL IMPLEMENTS SUPPLIED TO THE GRAM SEWAKS IN VARIOUS BLOCKS

(Note:—The study is based on the information received from 50 blocks out of those selected for study by the Team)

Sl. No.	PLOUGHS	OLPAD THRASHER	HAND HOE	SEED DRILL	CULTIVATOR	HARROWS	HORTICULTURAL EQUIPMENT
State	Nil 25 % or below 50 % or below 75 % or below 100 % or below	Nil 25 % or below 50 % or below 75 % or below 100 % or below	Nil 25 % or below 50 % or below 75 % or below 100 % or below	Nil 25 % or below 50 % or below 75 % or below 100 % or below	Nil 25 % or below 50 % or below 75 % or below 100 % or below	Nil 25 % or below 50 % or below 75 % or below 100 % or below	Nil 25 % or below 50 % or below 75 % or below 100 % or below
1. Andhra Pradesh	3	4	2	1	3	4	3
2. Assam	1	2	1	1	1	2	2
3. Bihar	1	2	2	1	3	3	2
4. Bombay	5	2	7	1	7	7	8
5. Kerala	1	3	2	1	3	3	3
6. M.P.	2	4	4	4	4	4	3
7. Madras	1	4	3	1	3	4	4
8. Orissa	3	4	4	4	4	4	4
9. Punjab	4	3	1	1	1	1	1
10. Rajasthan	2	2	1	1	1	1	1
11. U.P.	2	8	3	3	2	2	2
12. W. Bengal	1	2	1	1	2	2	2
TOTAL	15	43	43	6	7	37	43

% represented.

1-3  
4-6  
7-10  
10 or above

Note: No. of equipment

1. Figures indicate the No. of Blocks.  
2. Information from Mysore and Jammu & Kashmir not received.

## Appendix 22

### AVERAGE ACHIEVEMENT IN RESPECT OF AREA BROUGHT UNDER FRUITS AND VEGETABLES PER BLOCK PER YEAR IN DIFFERENT STATES

(Source: Statistical statement for the quarter ending March, 1957 made available by the Ministry of Community Development)

Sl. No.	States	Average area brought under fruits (acres)	Average area brought under vegetables (acres)
1	2	3	4
1	Andhra Pradesh	277.0	668.2
2	Bihar	50.1	172.0
3	Bombay	72.1	127.7
4	Kerala	49.8	50.2
5	Madhya Pradesh	21.7	105.2
6	Madras	48.0	82.6
7	Mysore	145.3	181.5
8	Orissa	37.0	267.3
9	Punjab	25.8	92.1
10	Rajasthan	185.3	132.3
11	Uttar Pradesh	53.0	153.3
12	West Bengal	21.1	66.5
	<b>All India</b>	<b>76.6</b>	<b>178.6</b>

NOTE:—All-India figures include the achievements for centrally administered areas also but exclude those for the States of Assam and Jammu & Kashmir for which information is not available.

## Appendix 23

### REGISTRATION OF PROGRESSIVE FARMERS\*

The object of the scheme is to induce the cultivators to adopt improved methods of agriculture and animal husbandry and thereby increase the yield of crops and improve the breed of cattle. With this end in view, a register of progressive farmers is prepared by the Agriculture Department in every Taluka or Mahal.

The registration of progressive farmers will be subject to the fulfilment of certain prescribed standards of agriculture and animal husbandry, viz:

A Progressive Farmer should:—

- (1) possess at least 2 acres of land for irrigation and eight acres of land for dry farming and if irrigation is not possible in any area, he should have 16 acres of land for dry farming;
- (2) have at least one pair of good bullocks;
- (3) have at least one cow preferably of good Gir breed or of local breed or he should arrange to have one as early as possible in case he has none;
- (4) have planted at least five trees on his farm or should have given an assurance of doing so at the earliest;
- (5) have dug at least two systematic compost pits either on his *wadi* of field, or he should give an assurance of doing so at the earliest;
- (6) have taken all possible measures to prevent erosion of his land;
- (7) have adopted improved agricultural practices by taking advantage of agricultural research;
- (8) be a member of any one cooperative society or should enrol himself as such within a year of his having been registered as a progressive farmer; and
- (9) use improved and selected variety of seeds for sowing.

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\*This scheme was worked out by the former State of Saurashtra now forming part of the reorganised State of Bombay.

The progressive farmer who stands top-most in each Taluka or Mahal will be given a prize upto Rs. 100 and will be declared the "Model Farmer" for the year for that particular Taluka or Mahal.

With a view to giving technical help and guidance to the progressive farmers in making themselves model farmers by raising the level of agriculture and animal husbandry, a self-evaluation programme was laid down in respect of each of the items enumerated. The Assistant Agriculture Officer, who was charged with the responsibility of maintaining a record of progressive farmers, registered their names and issued to them the self-evaluation diary for keeping a record of the action taken or proposed to be taken by them in carrying out every item of the programme of agricultural improvements. The Assistant Agriculture Officer and other superior officers of the Department of Agriculture were enjoined to visit the registered progressive farmers periodically and check up the progress made by them from time to time and offer them further guidance and remove difficulties if any in the procurement of essential requirements of agriculture like improved seed, fertilizer, etc. A note of visits made and advice given is also to be made in this diary.

Associations of progressive farmers have been organised at Taluka, District and State levels, and are subsidised by the State Governments to enable them to carry out publicity and propaganda for the development of agriculture and animal husbandry. Progressive farmers should also be given preference in the matter of supply of improved seeds, fertilizers, technical advice and guidance and other facilities available from the State. Every progressive farmer will thus serve as an experimental and research centre spread all over the rural areas, and will be an effective instrument of propagating improved agricultural practices. Such a scheme has certain definite advantages over any scheme worked by the department in that the agriculturist will have greater faith and confidence in the results obtained on the fields of his fellow-cultivators which he will readily adopt.

# Appendix 24

PROPORTION OF THE AREA SOWN MORE THAN ONCE TO THE NET AREA SOWN AND THAT OF THE IRRIGATED AREA SOWN MORE THAN ONCE TO THE NET IRRIGATED AREA SOWN IN DIFFERENT STATES IN THE YEAR 1953-54.

SOURCE:—(Agricultural Statistics of Reorganised States issued by the Ministry of Food & Agriculture in Oct. 1956).

(Thousand Acres)

Sl. No.	State	Gross Area sown	Net Area sown	Area sown more than once	Area sown more than once as percentage of Net Area sown (Col. 3—Col. 4) (Col. 5 as % of Col. 4)	Total cropped Area under irrigation	Net irrigated Area	Irrigated Area sown more than once (Col. 7—Col. 8)	Irrigated Area sown more than once as percentage of Net Irrigated Area (Col. 9 as % of Col. 8)	IC
1	2	3	4	5	6	7	8	9	10	11
1	Andhra Pradesh	29,801	27,272	2,529	9.3	7,404	6,585	819	12.4	
2	Assam*	5,922	5,681	841	16.6	1,374	1,374	0	0.0	
3	Bihar	25,336	19,232	6,104	31.7	4,197	4,197	0	0.0	
4	Bombay	68,686	66,022	2,664	4.0	3,815	3,433	382	11.1	
5	Kerala	5,218	4,331	887	20.5	1,054	810	244	3.1	
6	Madhya Pradesh	41,547	37,540	4,007	10.7	2,091	2,057	34	1.7	
7	Madras	16,777	14,034	2,743	19.5	6,771	5,239	1,532	29.2	
8	Mysore	25,265	24,378	887	3.6	1,740	1,633	107	6.6	
9	Orissa	15,079	14,116	963	6.8	2,151	1,739	412	23.7	

10	Punjab	.	.	.	20,176	16,894	3,282	19.4	8,302	7,479	823	11.0
11	Rajasthan	.	.	.	28,069	26,690	1,379	5.2	3,353	2,876	477	16.6
12	Uttar Pradesh	.	.	.	50,632	40,959	9,673	23.6	13,681	12,587	1,094	8.0
13	West Bengal	.	.	.	15,378	13,247	2,131	16.1	2,970	2,855	115	4.0
14	Jammu and Kashmir	.	.	.	1,818	1,681	137	8.1	684	649	35	5.4
TOTAL		.	.	.	3,49,704	3,11,487	38,217	12.3	59,587	53,513	6,074	11.4

\*Includes figures for North East Frontier Agency.

## Appendix 25

### AVERAGE NUMBER OF PEDIGREE BULLS SUPPLIED PER BLOCK PER YEAR IN DIFFERENT STATES OF INDIA

(SOURCE: Statistical statement for the quarter ending March, 1957 made available by the Ministry of Community Development).

Sl. No.	State	Weighted average
1	Andhra Pradesh	17
2	Bihar	4
3	Bombay	4
4	Kerala	2
5	Madhya Pradesh	4
6	Madras	3
7	Mysore	2
8	Orissa	1
9	Punjab	5
10	Rajasthan	7
11	Uttar Pradesh	14
12	West Bengal	3
	<b>All India</b>	<b>7</b>

NOTE:—All-India figures include the achievement for centrally administered areas also but exclude those for the States of Assam and Jammu & Kashmir for which information is not available.

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## Appendix 26

### SCHEME FOR THE REHABILITATION OF MALDHARIS FOR THE DEVELOPMENT OF CATTLE INDUSTRIES IN SAURASHTRA, BOMBAY STATE.

#### I. INTRODUCTION

Next to agriculture, cattle industry occupies a very important place in the economy of Saurashtra. The total cattle population of this State is about 33 lakhs. Most of the cultivators own at least a couple of milch cattle and bullocks but the bulk of them are owned by a class of breeders and graziers, popularly known as Maldharis. Saurashtra has about 34,000 Maldhari families, while the cattle population with them is estimated to be 18 lakhs heads of cattle including sheep and goats. Out of this number, 716 Maldhari families have settled in Gir Forest distributed in 86 settlements known as Nesses, with their total stock of about 15,000 heads of cattle consisting mainly of buffaloes. Some of these Nesses are constantly shifting their places from time to time specially in search of grazing and water.

The maximum number of cattle grazing in the Gir forest in normal years is about 30,000 which include 24,000 buffaloes and about 5,500 cows. The area available for grazing in the forest is about 3 lakhs acres, which should be adequate and have no undesirable effects either on the forests, or on the cattle or on their owners. But in actual fact, the cattle are half-starved due to *ruined state of the forest*, poor quality of grass and insufficient grazing due to over stocking of cattle in scarcity years which recur every 4 to 5 years. The forest, the cattle and the cattle owners are so related that proper organisation of fodder, adequate supply of water, improvement in breed, veterinary aid and facilities for marketing the produce in a profitable manner will surely go a long way in improving the economic condition of the Maldharis.

Some of the Maldharis have settled in remote villages wherever grazing and watering facilities are available. They have to move in search of food after rainy season is over, and they come in conflict with cultivators whose standing crops are grazed and damaged by them. They live away from town or cities, roads are bad, and transport facilities for the movement of fresh milk to the market are poor. They turn milk into Ghee and Mava which is sold to the middlemen who exploit them, leaving them always in debt.

Settlement of Maldharis by giving them land for food and fodder production will substantially contribute to his economic betterment, as



land will provide them with full employment and food for themselves and fodder for their cattle. The marketing of their produce on a co-operative basis will bring them better prices which will improve their economic condition.

Thus there is great scope or the development of cattle industry by proper rehabilitation of Maldharis in:—

- (A) Forest areas;
- (B) non-forest areas—villages; and
- (C) within a radius of 20 miles of principal towns and cities.

## II. BACKGROUND

After the successful implementation of the agrarian reforms the Government have set their mind to the task of tackling the problem of rehabilitation of Maldharis on a systematic basis by organizing them, as far as possible, on cooperative lines and by providing them with land for cultivation and grazing, housing and watering facilities, veterinary aids and marketing of their produce with a view to improve their economic conditions. The following three schemes have been formulated for this purpose:—

### (A) *Maldharis settled in Gir Forest areas.*

A pilot scheme for the settlement of 80 Maldhari families in 8 camps with a total population of 1,500 heads of cattle in Devalia Forest Block has been taken up and is in progress.

### (B) *Settlement of Maldharis in non-forest areas.*

With a view to improve the economic condition, Government decided to grant cultivable land free of charge to the Maldharis for cultivation of food and fodder crops at the rate of 16 Gunthas per head of cattle.

This work of allotting land to Maldharis was started from the year 1954-55 and so far 3,000 Maldhari families have been granted 19,000 acres of land for this purpose.

In case where land is not available near the present residence of the Maldharis, he has to shift to a place where such land is available. For this purpose, Government bears the transportation cost and also gives loan for housing. One-third of the actual expenditure for housing is treated as subsidy subject to a maximum of Rs. 500. Similarly, taccavi is advanced for purchase of agricultural implements, bullocks, seeds, etc., as per taccavi rules. In case of well, taccavi is advanced with subsidy benefit under normal rules.

(C) *Settlement of Maldharis round about urban areas.*

This work has been taken up and land is being acquired for the settlement of Maldharis near Rajkot. They will form Milk Producers Cooperative Societies and milk will be supplied to Rajkot city.

From the experience gained in implementation of the scheme it is found that scheme is likely to progress very successfully. This will improve the economic condition of Maldharis and at the same time help in supplying fresh milk to cities at reasonable rates.

### III. AIMS OF THE PROJECT

The object of all the three schemes is to improve the economic conditions of Maldharis by:—

1. Enabling him to build his credit and raise his social standard.
2. Fixing him to a place, indirectly preventing damage to standing crops.
3. In case of settlement in forest areas, the object is to settle about 300 families in 12 colonies, with a view to market their produce in a profitable manner through cooperative organization. The Government will also provide facilities like medical aid to human beings and welfare centres, thus improving their economic, social and cultural standards.
4. In case of Maldharis settled round about urban areas, arrangements will be made to form their Cooperative Societies for production and supply of pure milk to the Cooperative Milk Supply Union. Selling of milk as such instead of as Ghee will bring better prices to the producers by improving their economic condition.

### IV. DETAILS OF THE SCHEME

(A) *Settlement in forest areas*

It is proposed to give following facilities:—

1. One acre of land will be given per cattle.
2. Living quarters up to plinth area will be constructed by Government and half its cost will be given as subsidy, and the rest will be constructed by Maldharis themselves.
3. Cattle-sheds and grass godowns will be provided for each group.
4. Drinking water-well will be provided in each group of settlement at Government cost.

5. A school building with residential quarters for the teacher, a dispensary with residential quarters for staff, a panchayat-ghar and a welfare centre will be constructed at Government cost.

6. Necessary feeder roads will be constructed to meet the main roads, to facilitate the marketing of the produce and supply of their requirements.

7. Improvement of grass land areas and rotational grazing will also be taken up.

*(B) Settlement of Maldharis in non-forest areas.*

1. The information regarding the availability of grazing lands, grass land, the number of Maldhari families, their cattle etc. have been collected. Special officers have been appointed for each district for allotment of the land and working of the scheme. They are assisted by Talatis and workers of Maldharis Sangh.

2. Maldharis desirous of taking the advantage of the scheme were asked to submit applications up to 28th February 1955, and so far more than 13,000 applications have been received. These applications will be scrutinized and land will be allotted first out of excess grazing lands available near the present residence of the Maldharis. If this is not possible, then waste lands available near the village will be utilized for allotment. In case of non-availability of grazing lands or waste lands as mentioned above, they will be settled in Government *wadis* yielding less than 4 lakh lb. of grass. Grass lands are available for settlement of 18,000 families of Maldharis and it is hoped it will be possible to settle them gradually.

- (1) Land for agricultural purposes will be given for raising food and fodder crops at the rate of 16 Gunthas per cattle.
- (2) Government will grant loans for construction of houses out of which one-third will be given as a subsidy subject to a maximum of Rs. 500 per family.
- (3) The transport expenditure will also be paid by the Government.
- (4) Taccavi for purchase of agricultural implements, bullocks, seeds etc. will be advanced by Government under normal taccavi rules.
- (5) Taccavi for construction of well will also be advanced with subsidy benefit under the normal rules.

*(C) Settlement of Maldharis within a radius of 20 miles from principal towns and cities.*

1. The colonisation of Maldharis on a co-operative basis will be integrated with the City Milk Supply scheme for five principal cities in

the first instance. The settlement will be within a radius of 20 miles from the citites connected with good motorable roads. About 10,000 lb. of milk will be produced daily per centre. 1,000 cows and buffaloes in milk will be accommodated in five sub-centres each having 200 cattle in milk.

Taking about 30 heads of cattle in milk and dry per family, 100 Maldhari families will be settled per centre in a group of 20 families in each sub-centre. The milk produced will be supplied to the Union.

2. *Land*.—Each sub-centre will form an independent Cooperative Society of 20 families having 600 heads of cattle. Thus each sub-centre will be given about 600 acres of land for grazing and raising green fodder and crops.

3. *Housing*.—Subsidy of Rs. 500 will be given for construction of hutments to each family. The rest of the expenditure will be treated as loan.

4. *Water*.—They will be settled, as far as possible, near perennial water course, but in case of necessity, wells will be constructed at Government cost.

5. *Technical Aid and Advance*.—(i) Breeding bulls will be supplied on premium system and arrangements for artificial insemination will be made in due course. (ii) Free veterinary aid will be supplied by department. They will be guided for clean milk production, better feeding of cattle, their care and management. They will thus be helped in making their profession a paying concern.

6. *Settlement around urban areas*.—(i) Dairy development organisation will be set up, with a view to organise and run the scheme economically; (ii) Maldharis will be settled at suitable centres and they will form Milk Producers' Cooperative Societies. One Secretary will be appointed for each sub-centre for production and supply of pure milk; (iii) Central Cooperative Milk Supply Union will collect milk, process it, and distribute the same in the city; (iv) Government will give land, finance and technical aid to make the scheme economical and a success.

### Appendix 27

#### AVERAGE NUMBER OF PEDIGREE BIRDS SUPPLIED PER BLOCK PER YEAR IN DIFFERENT STATES.

(SOURCE: Statistical statement for the quarter ending March, 1957, received from the Ministry of Community Development.)

Sl. No.	State	Average No. of birds supplied per block per year
1	Andhra Pradesh . . . . .	295
2	Bihar . . . . .	46
3	Bombay . . . . .	42
4	Kerala . . . . .	44
5	Madhya Pradesh . . . . .	37
6	Madras . . . . .	68
7	Mysore . . . . .	309
8	Orissa . . . . .	31
9	Punjab . . . . .	166
10	Rajasthan . . . . .	17
11	Uttar Pradesh . . . . .	46
12	West Bengal . . . . .	135
	<b>All India . . . . .</b>	<b>89</b>

NOTE:—All India figures include the achievement for centrally administered areas also but exclude those for the States of Assam and Jammu & Kashmir for which information is not available.

### Appendix 28

#### PERCENTAGE OF FAMILIES COVERED BY THE COOPERATIVE MOVEMENT & THE PER CAPITA LOAN ADVANCED TO MEMBERS DURING 1956-57 IN SOME POST-INTENSIVE AREAS.

(SOURCE:—Replies received from Block Development Officers of certain selected blocks in reply to the questionnaire I issued by the Team. The data relates to the year ending March 31, 1957)

Sl No.	State	No. of blocks reporting data	Percentage of families* covered	Per-capita loan advanced to members during 1956-57 (in Rs.)
1	2	3	4	5
1	Andhra . . . . .	3	77	11
2	Assam . . . . .	2	63	21
3	Bihar . . . . .	6	54	7
4	Bombay . . . . .	4	39	193
5	Kerala . . . . .	2	37	90
6	Madhya Pradesh . . . . .	3	8	29
7	Orissa . . . . .	1	41	22
8	Rajasthan . . . . .	4	19	121
9	Uttar Pradesh . . . . .	4	32	39
10	West Bengal . . . . .	3	41	32
11	Mysore . . . . .	3	43	44
12	Punjab . . . . .	5	28	140
13	Himachal Pradesh . . . . .	1	9	21
14	Manipur . . . . .	1	77	43
15	Tripura . . . . .	1	14	29

\*A family has been assumed to consist of five members.

## RURAL CREDIT IN THE PHILLIPINES

The main emphasis in the credit structure in India has been on the material assets or the shares held by the borrowers without any regard to the production needs or the productive capacity of the borrower and without any integration with production programmes or marketing. The Rural Credit Survey Report has, however, emphasized the need for re-orientation of this view-point and giving loans for credit worthy purposes to meet the production needs of the agriculturist.

A similar programme of a far-reaching character has been in operation in the Phillipines for the last four years under the auspices of the Agricultural Credit and Cooperative Financing Administration. Details of this organisation are given below:

The Agricultural Credit and Cooperative Financing Administration (ACCFA) was established in September, 1952 under the authority of Republic Act 821, approved in August, 1952, to accomplish a four-point objective:

- (1) To extend liberal credit to small farmers to release them from the clutches of rural usury and eventually from crushing debt.
- (2) To promote the organisation of cooperatives among farmers for greater unity of effort in production, processing, storage, and marketing of their produce.
- (3) To establish an orderly and systematic producer-controlled marketing machinery so that profits of agriculture may be kept by the farmer through the medium of their cooperative associations.
- (4) To place agriculture on a level of economic equality with other industries.

It will be noted that the ACCFA programme is specially designed to assist the small farmer. As defined by Republic Act 821, "a small farmer is an individual person who exclusively uses the labour available from within his family, and is actually engaged in agriculture." This limitation is dictated by the fact that small farmers constitute the majority and, for lack of assets, have no access to ordinary credit facilities.

When the ACCFA came into existence in 1952, it had no readily available Co-operative Organisation. The Phillipine Government took a

\*Extracted from a monograph on Rural Credit in the Phillipines by Shri D. P. Singh and Shri Trilok Chand.

bold step in establishing a 100 per cent. Government Co-operative Organisation (ACCFA) and entrusting it the important function of promotion of Co-operative associations of the farmers known as FACOMAS (Farmers' Co-operative Marketing Associations). Loans are advanced only to members of the FACOMAS but there is no relationship between the share capital of the FACOMAS or individual members and the amount of loans advanced. Any farmer can become a member of the FACOMA by buying only one share. The basis for granting loans to the individual members is not his material assets or security but his productive capacity and it is not linked with the amount of shares held by him in the FACOMAS. The problem of raising sufficient capital for the Co-operatives has been solved in an ingenious way. An insurance fee of 5 per cent. is deducted from every loan when it is advanced. This amount is converted into share capital when the loans are paid back. In other words, if there are any bad debts in the FACOMA as a result of a default by any member, this insurance fee of 5 per cent is utilised to make up the loss. In case, however, there is no default, the entire insurance fee is returned by the ACCFA to FACOMAS and it is treated as share capital subscribed by the members from whose loan amounts it was deducted. A similar recommendation has been made by the Rural Credit Survey of Reserve Bank of India.

8. There is one FACOMAS in each Municipality. The Municipality does not denote a city or a town, but comprises a group of villages called Barrios. It is an administrative unit between a Province and Barrio. The minimum membership before a FACOMAS is organised is 200. The minimum authorised capital of a FACOMAS is 50,000. The FACOMAS are a dual-purpose organisation dealing in both credit as well as marketing; with regard to the first, namely, Credit however, the liability of the borrowing member is to the ACCFA directly, but FACOMAS underwrite it. In other words, the primary responsibility is that of the member but if he defaults the FACOMAS is liable to pay out of the insurance fee or the share capital.

9. Apart from these two significant features, namely, a bold credit programme, owned, financed and operated by Government to start with, and a novel method of capitalisation through insurance fee, the third most important feature of the programme is that the most important form of loans, namely, crop-loans or production loans and farm-improvement loans are advanced on the basis of the productive capacity of the farmer rather than his material assets or a share in the Co-operatives or the security that he can offer. There are four categories of loans, three relating to personal loans or the loans advanced to individual farmers and one long-term loan to Co-operatives. They are described below:—

1. Personal loans—Short Term:

- (a) Crop or production loans—These are accommodation loans given to farmers to help finance farm operations. Payable after harvest or within a period of nine months.



- (b) Farm improvement loans—These are advances to enable farmers to purchase work animals, farm tools, etc. Payable from one to three years.
- (c) Commodity loans—These are advances equivalent to 80 per cent of the current market value of produce or commodity deposited in the co-operative warehouse. They mature in 120 days subject to extension at the option of the ACCFA Board of Governors.

## 2. Loans to Co-operatives—Long-Term.

- (a) Facility loans—These are advances given to co-operatives to finance essential facilities for production, storage, processing and marketing of members' produce, facility loans equivalent to 80 per cent of the cost of the facility (*i.e.* tractors, thrashers, irrigation pumps, warehouses, rice-mills, processing plants, etc.) are given. Payable in 5 to 10 equal annual amortizations.

The fifth category of loans named emergency loans, which was intended to provide for unforeseeable situations that are known to have given occasion for the farmers to run to usurers, such as birth, illness, marriage, is also mentioned in the First Annual Report but has not been mentioned in the subsequent reports. This kind of loan was limited to 100 per farm member and was made available out of a reserve withheld from the amount granted for crop-loans.

The crop and farm improvement loans are payable in the form of the crop. Before a crop-loan is granted the borrower is required to sign the marketing agreement binding himself to deposit his surplus production with the Co-operative (FACOMA) which handles the marketing thereof. The marketing surplus being arrived at by deducting the family consumption needs from the total yield of the crop, is used as the basis for determining the borrowing capacity of the farmer, the maximum being upto 60 per cent. of the surplus. The marketing contract takes the place of the usual security or collateral.

Each FACOMA maintains a warehouse and most of them run rice-mills also. As soon as the surplus produce is delivered at the warehouse under the marketing contract, the crop loans and the instalment of farm-improvement loans are recovered and the entire amount is converted into commodity loans, the farmer being entitled to obtain the balance between the commodity loan calculated at 80 per cent. of the current marketing value of the produce deposited in the warehouse and the amount already advanced to him as crop or farm-improvement loan. The commodity loans are quite safe and self-liquidating since the stock against which the loans are advanced are held by the Co-operative Warehouse as a pledge.

A deliberate breach of contract is a criminal offence in the Phillipines and the ACCFA, like any other bank or private individual party to a contract, is at liberty to prosecute people for a breach of contract if it can prove that the borrower did not deliver the crop even though he actually had the surplus, which he otherwise disposed of. This provision of law is actually used in some cases, there being 69 cases from the ACCFA office during the last year. There is no such provision in the Indian Contract Act and only a civil liability accrues in such a case. The loans by the Co-operatives in India, no doubt, enjoy a privileged position, as they are recoverable as arrears of land revenue, but this provision is not so stringent as that in the Phillipines' law.

The table in Appendix 29 "C" showing the progress under different heads from year to year during the last four years is quite revealing.

The bold policy of Credit Marketing and Processing launched under the ACCFA by the Phillipines Government only few years back seems to have been well-managed and the rate of growth quite satisfactory. Apart from the boldness of the programme and efficient management, the integrated approach of linking credit with marketing and processing has contributed much to this satisfactory rate of progress.

Another significant feature of the programme that encourages regular repayments of loans and the system of Privilege Credit Line is that the borrowers are classified into three categories:—

- (1) A privilege Member or a member who is entitled to privilege credit line as a result of payment by him his dues in full.
- (2) Non-privilege Members or members who have paid their dues partially.
- (3) Delinquent Members who have defaulted in full.

A Privilege Member is entitled to a Privilege Credit Line which consists of (a) a regular credit line equivalent to the amount of total loans obtained and paid for by him during the previous year plus (b) an optional credit line consisting of additional loan equal to not more than 50 per cent. of the total production loan he obtained during the previous seasons. The optional (additional credit) is granted for certain specific purposes, such as, increasing cultivated farm or purchase of improved seeds, fertilizers, insecticides etc.

A Non-privileged Member cannot be advanced any loans in the ordinary circumstances. He can, however, obtain a loan on condition that he will repay in full the old arrears as well as current loan and is able to produce sound sureties from among Privilege Members.

A Delinquent Member is not given any loan in any circumstances. This system was introduced in the later part of the third year and, therefore, its results are not available but the idea, on the face of it, has much to comment.

The principle of collective liability forms part of the system and each member of the FACOMA is supposed to be a loan supervisor and collector for the rest of the members on pain of his being liable to pay for the defaulters. It is, however, difficult to say how far this principle is applied in practice.

The system of Co-operative Marketing seems to have been quite successful and has resulted in better prices to the farmers. Apart from the favourable market in a country which has constantly rising prices on account of inflation of currency, comprehensive approach is the most significant factor responsible for it. The marketing structure has been built up throughout the country with FACOMAS at the bottom, Provincial Federations of FACOMAS in the middle and Central Commodity Exchange at the top. The internal transfer of produce from one FACOMA to another in the Province itself is arranged by the Provincial Federation. Similar arrangement is made by the CCE (Central Commodity Exchange) if the produce is to be sold in another Province. Another factor that has contributed so much to the success of this programme is the strong Government support. The CCE enjoys a monopoly of import and export of some commodities. The FACOMAS and other Co-operative Organisations are not liable to pay any taxes of any kind. If a FACOMA or Federation is able to raise 20 per cent. of the Capital for setting up a Warehouse or a Processing Plant, the remaining 80 per cent. is made available by the State through the ACCFA.

Though there are a number of strong points of the ACCFA credit programme in the Phillipines, it is by no means perfect. The link between the technological improvement and credit programme is as good as non-existent. In fact, there was little evidence of improved agriculture except the use of a little fertilizers. The co-operative element and people's participation in the programme is rather weak. No doubt, people are not passive partners, but initiative is in Government hands for the most part.

The educational programme continues to be weak inspite of the fact that one Education-cum-Information Officer is attached to each FACOMA.

There is too much centralization and the local 'FACOMAS' Units have not assumed their real role. The system of giving emergency or subsistence loans is unsound. The rate of interest of 12 per cent. is high.

There has been a fall in the recovery. The figures for the last three years are 86 per cent., 75 per cent. and 63 per cent.

*Ideas to be tried.*—Every system or organisation has its strong and weak points. The weak points do not concern us. We are primarily interested in the strong points, particularly those that can be applied to

our own programme under similar conditions. The following six ideas will be useful.

*The system of Privilege Credit Line* which places a premium on regular repayment and thereby provides an incentive in the form of increase in the credit limit as a result of regular repayment of loans.

*Capitalisation through insurance fee* or 5 per cent. deduction from every loan when it is advanced. Like indirect taxes, this system of raising share capital is likely to be more popular, besides creating a fund to meet the losses arising from bad debts and creating an incentive from the borrower to repay the loans.

*Partial de-linking of borrowing from share capital.*—The ceiling for crop or production loans is the expected marketing surplus irrespective of the shares held by the borrower. In our country, the loans are directly linked to the shares held by the borrower. Even in the Pilot Projects this limit is 8 times of the share capital. We may not totally delink the ceiling on loans and the share capital, but try several alternative variables such as 8 times, 16 times and 24 times, in different blocks of villages in the same area and compare the results.

*Security of cattle and other non-consumable items purchased out of loans.*—*Processing.* Processing of the produce, particularly of the paddy, has been given very high place in the programme in the Philippines. A beginning should be made in the processing of paddy with Sataki Mills.

*Government's participation and support.*—The Government in the Philippines has given all out support to the programme, in regard to finance, management, supervision, exemption from taxes and even grant of monopoly. Of particular interest to our programme, is the system of advancing 80 per cent. capital for processing units, if 25 per cent. is raised locally. Apart from implementing the main recommendations of the Rural Credit Survey Report, this additional item should also be introduced.

### Appendix 29 (B)

#### INSTITUTIONAL AGRICULTURAL CREDIT IN USE IN SOME COUNTRIES OF NORTH AMERICA, EUROPE AND THE FAR EAST, 1953.

Region and country	Aggregate Credit in use	Credit in use per Hec- tare of Agri- cultural Land (Ara- ble and equivalent)	Credit in Use per head of Agricultural Population.
I	2	3	4
<i>I. North America</i>	Million U.S. Dollars	U.S. Dollars	
Canada . . . . .	565.9	14.1	179.5
U.S.A. . . . .	8,249.0	35.1	353.3
<i>II. Europe</i>			
Belgium . . . . .	100.7	51.6	90.2
France . . . . .	1,197.7	25.5	112.9
Germany (West) . . . . .	455.7	55.5	48.5
Italy . . . . .	1,741.3	84.2	84.6
Sweden . . . . .	618.0	158.9	374.8
Yugoslavia . . . . .	131.9	9.5	10.9
<i>III. Oceania</i>			
Australia . . . . .	537.1	16.8	374.4
New Zealand . . . . .	239.0	28.8	577.3
<i>IV. Far East</i>			
Burma . . . . .	4.3	..	0.5
Cambodia . . . . .	0.8	..	0.3
Ceylon . . . . .	13.0	7.7	2.9
India* . . . . .	142.1	1.1	0.6
Indonesia . . . . .	29.2	2.6	..
Japan . . . . .	1,075.5	187.5	28.2
Pakistan . . . . .	43.2	..	..
Phillippines . . . . .	160.3	32.2	11.2
Thailand . . . . .	21.4	4.5	1.8

NOTES : (1) Only institutional credit outstanding : it excludes credit given by non-institutional sources like private money-lenders, landlords, merchants, dealers etc.

(2) Agricultural land covers arable land (including orchards and fallows), permanent pastures and rough grazing wherever data for the latter are available. Unimproved pastures and rough grazings have been converted to 'Arable land equivalent' by a rough conversion factor, usually of one-tenth.

(3) Data for agricultural population for all countries except Germany are taken from *FAO Year Book of Agricultural Statistics*. For Germany the data are from the *World Census of Agriculture, 1950*.

\*Loans outstanding at the end of 1952.

# Appendix 29 (C)

## FACOMA ORGANISATION, BY YEAR—NO., MEMBERSHIP, CAPITALISATION

Items	Fy. 1952-53	Fy. 1953-54	Fy. 1954-55	Fy. 1955-56	Total as on Jan. 31, 1957
Cooperative . . .	22	138	120	96	425
Membership . . .	6,643	49,044	1,09,115	60,467	2,43,139
Capitalisation—					
Authorised . . .	1,305,000	6,508,425	8,150,350	5,265,575	2,38,30,975
Paid-up . . .	81,168	533,054	1,848,229	2,252,603	52,62,377
Loans released . . .	227,644	3,981,659	32,637,531	51,424,050	10,13,70,748
Areas covered—					
Barries . . .	110	1,500	4,753	2,986	10,790
Municipalities . . .	22	138	189	57	474
Provinces . . .	11	18	13	4	47



### Appendix 30

#### EXTENT OF FAMILIES BENEFITED BY RURAL INDUSTRIES PROGRAMME IN DIFFERENT STATES

Sl. No.	Name of the State	No. of Blocks studied	Total Number of families in the Blocks	Number of families benefited due to rural industries		
				At the commencement of the block	As on 31-3-1957	%
1	Andhra Pradesh . . .	8	1,85,530	..	9,354	5.04
2	Assam . . . . .	3	26,100	..	1,028	3.9
3	Bihar . . . . .	9	1,51,311	2,361	4,786	3.2
4	Bombay . . . . .	10	1,91,246	756	2,726	1.4
5	Jammu & Kashmir . .	1	16,033	..	142	0.9
6	Kerala . . . . .	3	67,538	711	1,166	1.7
7	Madras . . . . .	6	1,69,849	3,423	7,323	4.3
8	Mysore . . . . .	2	36,292	..	1,143	3.1
9	Madhya Pradesh . . .	5	1,25,753	6,127	6,855	5.4
10	Orissa . . . . .	5	1,58,486	5,093	10,638	3.7
11	Punjab . . . . .	6	1,26,723	291	1,549	1.2
12	Rajasthan . . . . .	5	84,702	..	3,509	4.1
13	Uttar Pradesh . . . .	7	74,292	629	2,077	2.8
14	West Bengal . . . . .	6	77,729	1,183	3,364	4.5
	All India . . . . .	80	15,45,072	22282	59,418	3.8

All India figures include the study for the Centrally Administered areas also.

### Appendix 31

#### PERCENTAGE OF TRAINED PERSONS TAKING UP THE PROFESSION AFTER TRAINING

(SOURCE: Replies received from Block Development Officers of certain Blocks selected for the study by the Team)

Sl. No.	Name of the State	Number of Blocks studied	Total number of industries existing	Total No. of Dem-onstration -cum trg. Centres started	Number of persons trained	No. of persons taking up his profes-sion out of the No. trained
1	2	3	4	5	6	7
1	Andhra Pradesh . . .	8	36	6	1877	476 (25.3)
2	Assam . . . . .	3	8	23	1038	466 (44.8)
3	Bihar . . . . .	9	61	46	2885	936 (32.4)
4	Bombay . . . . .	10	54	45	1229	611 (49.7)
5	Jammu & Kashmir . .	1	4	2	142	90 (63.4)
6	Kerala . . . . .	3	23	14	443	398 (89.8)
7	Madras . . . . .	6	28	9	1243	1213 (97.7)
8	Mysore . . . . .	2	13	2	218	75 (34.4)
9	Madhya Pradesh . . .	5	36	13	248	167 (67.3)
10	Orissa . . . . .	5	9	17	1658	1589 (95.8)
11	Punjab . . . . .	6	31	28	2007	598 (29.8)
12	Rajasthan . . . . .	5	19	21	2163	1587 (73.4)
13	Uttar Pradesh . . . .	7	24	17	1126	647 (57.5)
14	West Bengal . . . . .	6	104	13	551	271 (49.2)
15	All India . . . . .	80	475	273	17238	9358 (54.2)

NOTE:—1. Figures in brackets indicate the %.

2. All India figures include the study for the centrally administered areas also.



### Appendix 32 (A)

#### THE NUMBER OF PRIMARY HEALTH CENTRES AND THE MATERNITY SUB-CENTRES OPENED IN C.D. AREAS UPTO 31-3-1957

Sl No.	Name of State	No. of blocks to which the data given relates	Number of primary health centres opened upto 31st March 1957	Number of Maternity Sub-Centres required to be opened upto 31st March 1957 at the rate of 3 per primary health centre	No. of maternity sub-centres actually opened upto the end of 31st March 1957	Shortage in the maternity sub-centre opened
1	2	3	4	5	6	7
1	Andhra Pradesh . . .	119	39	117	188	..
2	Assam . . .	46	118	354	33	321
3	Bihar . . .	174	123	369	120	249
4	Bombay . . .	170	361	1083	111	972
5	Kerala . . .	46	27	81	55	26
6	Madhya Pradesh . . .	166	263	789	145	644
7	Madras . . .	89	342	N.A.	*	N.A.
8	Mysore . . .	63	44	132	26	106
9	Orissa . . .	86	36	108	48	60
10	Punjab . . .	83	67	201	124	77
11	Rajasthan . . .	76	26	78	19	59
12	Uttar pradesh . . .	256	1075	3225	235	2990
13	West Bengal . . .	83	57	171	54	117
14	Jammu & Kashmir . . .	13	3	9	N.A.	N.A.
15	Delhi . . .	4	3	9	26	..
16	Himachal Pradesh . . .	19	103	309	21	288
17	Manipur . . .	4	1	3	3	..
18	Tripura . . .	4	8	24	3	21
19	N.E.F.A. . . .	7	6	18	1	17
20	Pondicherry . . .	1	..	..	2	..
		1609	2702	7080	1214	5947

\* Included in column 4.

## Appendix 32 (B)

## MEDICAL EQUIPMENT SUPPLIED TO THE VILLAGE LEVEL WORKERS.

(Source:—Replies received from Block Development Officers of certain blocks selected for the Study by the Team)

Sl. No.	Name of State	Number of Blocks from whom replies received	Supply of medicine chest/ first-aid-box to village level workers		Supply of spray pumps to the village level worker		Supply of vaccination sets to the village level worker		Supply of cyomogar duster to village level worker	
			No. of Blocks in which Supply is adequate	No. of Blocks in which Supply is not adequate	No. of Blocks in which Supply is adequate	No. of Blocks in which Supply is not adequate	No. of Blocks in which Supply is adequate	No. of Blocks in which Supply is not adequate	No. of Blocks in which Supply is adequate	No. of Blocks in which Supply is not adequate
1	Andhra Pradesh	6	†2	1	3	1	1	4	..	5
2	Assam	7	*2	3	2	1	3	3	1	5
3	Bihar	7	4	3	..	1	2	4	..	7
4	Bombay	11	†1	2	8	..	2	9	†	11
5	Jammu & Kashmir	1	1	..	..	..	1	..	..	1
6	Madhya Pradesh	7	†2	2	3	..	4	3	†1	3
7	Madras	7	2	1	4	..	..	7	†	7
8	Orissa	5	†2	1	2	..	2	3	†2	3
9	Punjab	5	†3	2	..	..	1	4	†	3
10	Mysore	2	NA	..	2	..	..	2	NA	2
11	Rajasthan	7	†1	3	3	1	2	4	..	6

1	2	3	4	5	6	7	8	9	10	11	12	12	14	15
12	Kerala . . .	5	†	..	5	..	..	5	†	..	5	..	..	5
13	Uttar Pradesh . .	11	†6	3	2	2	2	7	†7	1	3	1	3	8
14	West Bengal . .	7	†	..	7	1	..	6	†	..	7	..	..	7
15	Delhi . . .	..	*	..	..	..	..	..	†	..	..	..	..	..
16	Himachal Pradesh .	4	*1	1	2	..	..	4	†	..	4	..	..	4
17	Manipur . . .	1	NA	..	1	..	..	1	NA	..	1	..	..	1
18	Tripura . . .	1	NA	..	1	..	..	1	NA	..	1	..	..	1
19	Pondicherry . .	2	†1	1	1	1	..	1	†	..	2	..	..	2
TOTAL . . .		96	28	23	46	8	20	68	12	8	76	1	11	75

† Indicates that in the State distribution of medicine of vaccination is done by V.L.W. only.

\* Indicates that in the State distribution of medicine or vaccination is done by V.L.W. in association with departmental workers.

† Indicates that in the State distribution of medicine or vaccination is done by departmental workers only.

NA—This information is not available.

## RURAL HOUSING THROUGH BRICK-KILN CO-OPERATIVES IN UTTAR PRADESH\*

Uttar Pradesh has witnessed a phenomenal growth of its co-operative Brick-kiln Industry with its 820 units, providing employment to over 75,000 persons directly and 1,50,000 indirectly and turning out bricks annually valued at Rs. 3 crores with an investment of Rs. 1.5 crores approximately. Each kiln is estimated to yield a profit of Rs. 5,000 to Rs. 10,000 per annum.

The reasons for phenomenal growth from one single co-operative kiln in 1948-49 to 520 @ in 1953-54 are not far to seek. The Brick-kiln Industry satisfies most of the criteria of an ideal small-scale rural industry. It is simple and any body can learn the job within a few days. It requires very simple and cheap equipment and is labour intensive as distinct from capital intensive. The total investment on a brick-kiln employing about 80 persons is Rs. 15,000 to Rs. 20,000 only or about Rs. 200 per worker. The capital equipment consists of small moulds costing only Rs. 5 to 10 each, one pair of chimneys costing about Rs. 1,000 and a few other simple tools, the total cost of which does not exceed a few hundred rupees. Barring a period of a fortnight at the time of Rabi harvest, this industry can be combined with the agricultural operations as an ideal subsidiary occupation to which the villagers can be made to devote their idle time during the off-season. The raw materials consist of earth, sand, water, fuel-wood and coal-dust. All of them except coal-dust are available locally at very cheap prices. There is no dearth of coal-dust either because it is a by-product of the coal for factories, railways, etc. and is available in plenty in the coal-fields. The only bottle-neck may be the inadequate transport facilities due to the shortage of wagons and engines. This is only temporary and can be overcome in a short time.

Moulding and burning of bricks is started afresh after the close of the rainy season every year; and so it can be discontinued in any year without any serious loss on account of the investment in the dead-stock. The various items of production can be easily standardised and the wages linked to the output thereby reducing the need for supervision to

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\*This is a summary of an article dated May 1954 appearing in the publication entitled Kurukshetra (a Symposium on Community Development in India 1952-55) published by the Community Projects Administration.

@The latest information is that about 800 kilns have been so far opened.

the minimum and over head cost becoming negligible. The industry, being seasonal in character, it is easier to link the cost of production and the output with variations in the market price and demand. As it does not involve any heavy investment in fixed capital it can be shifted easily from one area or village to another.

The problem of rural housing which seems to be formidable so far, will, it is hoped, some day or the other be solved through the co-operative kilns. The only way out is to tap the immense human resources by diversion of surplus labour to brick-making and converting the bricks into houses. The need for bricks for the construction of bridges and culverts is too obvious to need any comment. The metalling of the roads will also be feasible only through the co-operative kilns.

In all other spheres of development too, such as agriculture, irrigation and public health bricks play an important role as the basic material for construction. Until the cooperative brick-kilns came into existence the majority of seed stores were kutchra and there was no immediate prospect of their being converted into pucca ones and even the Government subsidy used to remain unutilised. As a rule, the Co-operative Unions now build pucca seed stores and ware-houses in the second, if not the first, year of the operation of the kilns. Construction of schools, panchayat-ghars, community centres, village drains, soakage pits, bath rooms, urinals, dispensaries, etc. has become very much easier on account of the availability of cheap basic material within a convenient distance.

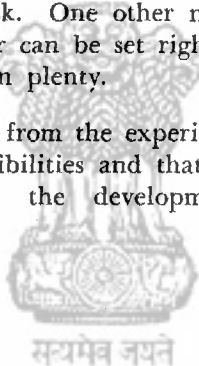
The brick-kilns in U.P. are essentially a decentralised co-operative venture and the Government's role is confined to the allotment of coal dust, a controlled commodity. These kilns are mostly run by the co-operative unions the membership of which is confined to about 15 primary co-operative societies. The unions are multipurpose institutions dealing in seeds, manures, implements, medicines etc. The co-operative unions are federated together into a District Cooperative Federation (D.C.F.) whose apex body is the Pradeshik (State) Cooperative Federation (P.C.F.). The P.C.F. arranges for the allotment and district wise distribution of coal-dust and D.C.F. in turn arranges for the delivery and transport of the coal-dust to the unions.

The economic capacity of a kiln varies between 3 lakhs to 6½ lakhs of bricks per round. An area of about 3 to 5 acres of land is selected for the location of the kiln and for moulding of bricks. About four to five hundred maunds of fuel-wood is required to start the fire in the beginning of the season. The consumption of coal varies from 14 to 20 tons per lakh. The price of coal-dust is roughly Rs. 13/5/- and Rs. 12/15/- for the first and second class at the colliery site. The cost of transport ranges between Rs. 200 and Rs. 300 per wagon of 22 tons. The other items of the cost are as follows:—

- (1) Moulding—Rs. 3 to 4 per thousand. One set of 2 adults or 2 adults and a child can mould between 1,000 to 1,500 bricks per day.
- (2) Loading—As. 12 to Re. 1 per thousand.
- (3) Unloading—As. 12 to Re. 1 per thousand.
- (4) Stocking—As. 12 to Re. 1 per thousand.
- (5) Burning—Re. 1 to Rs. 1/4/- per thousand.
- (6) Land water and other accessories—As. 8 per thousand.
- (7) Interest on capital and supervision etc.—As. 8 per thousand.

It will thus be seen that the secret of economy or the reduction of cost lies in the output. The larger the output the lesser the quantity of fuel and the cost of production of bricks. The minimum quantity of bricks to make a brick-kiln an economic proposition is found to be 10 lakhs. Another secret of success lies in the quick turn-over. The sale of bricks is generally linked with the agricultural season. Any serious fall in the agricultural prices will affect the sale of prices. However this is not a permanent risk. One other minor risk arises from defective burning which however can be set right by employing expert technicians who are available in plenty.

Thus it has been found from the experience in U.P. that this industry is full of immense possibilities and that it is found to figure as an important corner-stone of the development structure in rural areas particularly.





सत्यमेव जयते



**R E P O R T**  
**of the**  
**TEAM FOR THE STUDY OF COMMUNITY PROJECTS**  
**AND NATIONAL EXTENSION SERVICE**

Vol. III  
Part II

सत्यमेव जयते

**COMMITTEE ON PLAN PROJECTS**  
**New Delhi**

*December 1957*



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## INTRODUCTION

The third Volume of the Report of the Team on Community Projects and National Extension Service contains in Part I Appendices to the various Sections of Volume I inclusive of Appendix 5 giving the views expressed by the State Governments/Central Ministries concerned on the draft recommendations of the Team, and in Part II some of the Special Features in the field of community development the Team came across in the different States during the course of its tour. Notes on these features were requested from the State Governments ; those supplied and considered useful are published so that each State may examine those which are new to it and, where found useful, adopt them with such modifications as local conditions may necessitate.

Balvantray G. Mehta,  
Leader,

New Delhi,  
the 21st December, 1957

Team on Community Projects  
and  
National Extension Service

## INSERVICE TRAINING OF GRAMSEWAKS IN RAJASTHAN PERIPATETIC TEAM

Any training given at a particular time, however perfect, can never be adequate and has got to be supplemented to keep the field workers well informed of the latest developments in the technique of the programme. It was, therefore, considered necessary to organise in-service training for the Gramsewaks who had put in two years' service to (1) make up deficiency in the initial training, (2) acquaint the Gramsewaks with the latest technique, and (3) suggest solutions to the problems that the multi-purpose workers have encountered in the implementation of the programme.

This could be achieved by (a) calling the Gramsewaks to the training centre for a short-term course at the centre itself, or (b) arranging training for a group of blocks at a place near their area of operation, by means of a Peripatetic Team specially constituted for the purpose. The decision was in favour of the latter as (1) the most of the problems of the area are identical and training could organically be related to the problems of that particular district; (2) the number of participants would be confined to the workers in the district; and (3) there would be less dislocation in work and it would be less expensive than calling the Gramsewaks at the training centres.

A Peripatetic Team consisting of specially selected experts of the status of district officers in Agriculture, Animal husbandry and Cooperation was constituted. The trainers are in the grade of Rs. 200—15—275—20—375—EB—600. It is proposed to add an officer of the status of District Superintendent of Industries for Village and Cottage Industries Programme.

In consultation with the Training Institutions, an outline of the syllabus for the training was drawn up as noted below:—

- (1) For hilly, project and normal areas:

### Agriculture

Duration of two weeks ; Topics to be dealt with particular reference to the region.

1. Classification of soils—different classes of soils found in the State—their characteristics and suitability for crop growing, with particular reference to the region. 1
2. Collection of soil samples for testing—Physical properties of different classes of soils and their effect on plant growth. 1
3. Soil reclamation including improvement of alkaline and saline lands and wood infested and sub-marginal lands. 1
4. Soil erosion and its control (levelling, contour-bunding and gully plugging). 1
5. Crop rotation, mixed cropping, double cropping, use of fallows, dry farming methods including growing of drought resistant varieties. 2
6. Cultivation of important Kharif and Rabi Crops, improvements in the methods of cultivation of various crops. Recommended improved variety of different crops, by the Rajasthan Agriculture Department, improved methods of harvesting and threshing crops and preparing produce for market. 3

7. Various methods of Irrigation—Different kinds of water lifts and factors which influence their efficiency. 1
8. Necessity of soil drainage—evils of our irrigation. 1
9. The two main classes of manures: organic and inorganic preparation of compost and preservation of farmyard manure, application of these organic manures. Time when they should be applied and the quantity required per acre where possible rainfall. 1
10. Green manuring—efforts of green manuring, quantity of green matter available per acre and the quantity of Nitrogen added to the soil by green manuring. 1
11. In-organic manures—their common use—the characteristics—their doses per acre according to crops—time and method of application. 1

### **Horticulture and Vegetable Gardening**

- (i) Selection of land for fruit and vegetable gardening. 1
- (ii) Lay out of model orchard and vegetable garden. 1
- (iii) Planting of an orchard and kitchen gardens. 1
- (iv) Methods of propagation—sexual and asexual. 2
- (v) Preparation of nursery beds—raising of seedlings their maintenance—establishment of nursery in each V.L.W. Circle. 2
- (vi) Rejuvenation of old orchard. 1
- (vii) Tree planting with special reference to Van-Mahotsava and village forests. 2
- (viii) Flower gardening—how to lay out a park and beautify residences. 2

### **Plant Protection**

- (i) Common insect pests—locust, aphides, termitor etc., their study and identify them and preventive—and control measures. 1
  - (ii) Preparation of insecticides and fungicides, their use on the crops affected. Handling of machinery for spraying and dusting. 1
  - (iii) Common plant diseases—rust on wheat, smut on jowar, wheat etc., their characteristics and control measures. 1
  - (iv) Common pests of stored grain and their control. 1
  - (v) Disease resistant varieties. 1
1. Group discussion on :
    - (i) Crop cutting trials. 1
    - (ii) How to select a good seed and its treatment. 1
    - (iii) Improvement of seeds by selection, hybridisation etc. 1
    - (iv) Lay out of demonstration plots—points to be kept in mind. Demonstration farms on average holdings. 1
  2. Practice in :
    - (i) Preparation of insecticides and fungicides. 1
    - (ii) Handling of Agriculture implements—practicals in ploughing with different kinds of ploughs. 1
    - (iii) Budding and grafting. 1

### Extension

1. Duties of Gramsewak.
2. Audio-visual-aids.
3. Various types of demonstrations.
4. Various methods of approach group organisations—leader and follower groups youth organisation, young farmers clubs.
5. Programme planning, fixing targets—preparation of village and family plans.
6. Organisation at different levels.
7. Second Five Year Plan—targets outlay under various heads.
8. Coordination of various Departments at different levels.
9. Social evils—steps to check them.

### Public Health

1. Village sanitation.
2. Safe water supply.
3. Different types of latrines.
4. Sanitation in Exhibition and fairs.
5. Contagious diseases—their preventive measures—specially the gramsewaks should be made aware of the germ theory to all sorts of super natural and dictistic powers.

### Veterinary

15 days course.

- |   |  |
|---|--|
| <ol style="list-style-type: none"> <li>1. Contagious diseases :             <ol style="list-style-type: none"> <li>(a) Rinderpest</li> <li>(b) H.S.</li> <li>(c) Black quarter</li> </ol> </li> <li>2. Non-Contagious diseases :             <ol style="list-style-type: none"> <li>(a) Tympany</li> <li>(b) Indigestion and diarrhoea.</li> <li>(c) Mastitis.</li> <li>(d) Poultry diseases :</li> <li>(e) Sheep diseases :                 <ol style="list-style-type: none"> <li>(i) Sheep pox.</li> <li>(ii) Live fluke.</li> </ol> </li> </ol> </li> <li>3. Key Village Scheme, its progress in Rajasthan :             <ol style="list-style-type: none"> <li>(a) Artificial insemination centres.</li> <li>(b) Economic aspect of Gaushala and Pinjrapoles and Gausadans.</li> </ol> </li> <li>4. Housing cattle in rural areas :</li> </ol> | <p>Group discussions :</p> <ol style="list-style-type: none"> <li>(a) Out breaks of contagious diseases.</li> <li>(b) Control of contagious diseases.</li> <li>(c) Diseases prevailing—subject to region— season and animals.</li> <li>(a) Kind of birds selected for a poultry.</li> <li>(b) Poultry houses— Rearing and finding of birds.</li> <li>(c) Sanitation.</li> <li>(d) Preventive and curative measures of poultry diseases.</li> </ol> <ol style="list-style-type: none"> <li>(a) Construction of cattle sheds.</li> <li>(b) To improve or to suggest improvement in already existing sheds if any.</li> </ol> |
|---|--|

- (c) Watering arrangement.
  - (d) Feeding arrangement—feeding crops available—cultivation of fodder crops.
- Balanced ration—a broad outline formula.

### 5. Practicals :

- (a) Dressing of wounds—methods of securing the animals—drenching.
- (b) Preparation of mixture—Ointments and lotions.
- (c) Demonstration of inoculations and castrations (practice as and when chances occur for the individual)
- (d) To visit Veterinary Hospital to look into the working of the Veterinary Hospital to study the medicines and identification of instruments and treating the sick.

## Cooperation

### *Lectures*

### *Group discussions*

- |   |   |
|---|---|
| 1. Meaning and Principles of Cooperation.   |   |
| 2. Different types of Cooperative Societies specially societies suitable for rural areas Multipurpose, farming, consolidation, credit and thrift, marketing better living, seed stores, Cottage Industries, labour contract milk, Ghee and Fodder supply, embankment. | What type of Societies will be best suited to rural areas and why.    |
| 3. Byelaws of Multipurpose Societies with special reference to large size societies.  | Success of large size societies as compared to small sized societies. |
| 4. Various forms of credits, essentials of good credit system, Co-operative credit and money lenders' credit. Short, medium and long term credit with reference to purposes.  | Money lenders' credit V/S Co-operative Credit.                        |
| 5. Thrift, its importance and its place in cooperative societies.   |   |
| 6. How to form Cooperative Societies and to prepare registration papers.  | Difficulties in organising Co-operative Societies and their solution. |
| 7. Liabilities and its kinds.   | Merits and demerits of limited and unlimited liability.               |
| 8. Fixation of M.C.L. of members and societies.   |   |
| 9. General study of Rajasthan Cooperative Societies Act with relevant rules and notifications.  |   |
| 10. Rural credit survey reports and its main recommendations.   | State partnership and linking of credit with marketing.               |

11. Procedure with regard to :
  - (a) Admission and Expulsion of members.
  - (b) Issue and supervision of loans.
  - (c) Borrowing from central Bank.
  - (d) Amendment of Byelaws.
  - (e) Amalgamation of societies.
12. Financial and Administrative set up of Cooperative Movement in Rajasthan.
13. Role of Cooperation in C.D. and N.E.S. Areas. Group discussion.

*Note:* 2 days reserved for visit of successful Cooperative Societies of the area.

(2). For the desert areas the following additional subjects have been included :

1. History of sheep and sheep breeds and breeding.
2. Anatomy and Physiology, Dentition.
3. Sheep diseases and its control and parasites, external and internal.
4. Purchase and care of rams, mating of sheep.
5. Care and management of the ewe lambing, lamb marking, wearing.
6. Shearing, Crutching, Wiggling.
7. The blowily, mules operation.
8. Vegetable matter in wool.
9. Structure of the sheep's skin, structure and growth of the wool fibre.
10. Properties of wool and wool goods.
11. Types spinning quality and yield.
12. Wool classing in general, principles of classing, size of clip.
13. Classing various clips, suggested limes etc.
14. Gross breeding various breeds used. Fattab production sheep classing.
15. Shearing sheds and yards, dips and dipping.
16. Sheep skins, fell mongering, carbonising scouring, drying and marketing of wool, manufacture of wool.

The above syllabus only serves as a basis for drawing up detailed programme for each camp by adjustments in the light of the problems that are raised by the participants after a free and frank discussion on the first day.

The Development Commissioner or in his absence, the Dy. Development Commissioner, Senior, has also started attending these camps atleast for a few hours to discuss with the Gramsewaks their problems and difficulties. One session is devoted to this work and the Gramsewaks are allowed to have their full say and make suggestions for improving the Block administration. This has proved useful and has given the Development Commissioner and the Headquarters to understand their problems.

5. The following participate in the camps :

- (1) One or two divisional officers,
- (2) All district level officers,

- (3) A few selected Block Development Officers and Extension Officers, and
- (4) Sometime a subject-matter specialist available in the area is also invited to give a talk. The participants are expected to spend a night with the campers.

The camps are managed by the Gramsewaks themselves.

6. The Director of Training is responsible for technical supervision of the work of the team. The members of the team submit a note, after the completion of each course, of the points raised by the participants. Such of the points as are of practical importance for other blocks are circulated along with the solutions suggested. Some of these points, which need advice of the subject-matter specialists are referred to them for suggesting possible solutions. The members of the team, each in his individual manner, also assesses the aptitude of and interest evinced by the trainees in the programme and the report of such assessment is considered at the time of their promotions.





## WORKING AND SET UP OF AGRICULTURE DEPARTMENT IN BIHAR

Prior to the starting of the N.E.S. and C.D. Blocks, the Department of Agriculture in this State used to cater to the needs of cultivators all over the State. With the opening of the N.E.S. and C.D. Blocks, the Department has concentrated its attention on the agricultural problems pertaining to each individual block and is endeavouring to meet the demand of agriculturists therein. In order to bring about all round improvement in agriculture particularly in the N.E.S. and C.D. Blocks the Department has developed three main wings for its working. These are (i) Agricultural Research, (ii) Agricultural Education, and (iii) Agricultural Extension Wing.

Apart from these three, the enforcement of Bihar Weights Act forms a part of the functioning of this Department and there is a separate section which pushes up the use of standardised weights and measures in the State.

### Agricultural Research

The Research Section carries on researches with a view to solve the main agricultural problems of the State. Both crop-wise and region-wise researches are conducted by the Department because of diversities in climatic conditions and also in farming practices. Four Regional Agricultural Institutes have been started and they are located at Patna, Pusa, Sabour and Kanke. Each Regional Institute is headed by a Director and all the Research Sections and Stations falling within the region have been placed under him. There is a Director of Agricultural Research at headquarters to coordinate agricultural researches and work at all Regional Institutes.

As for crop-wise researches the following sections are in existence :—

- (a) Botanical section under an Economic Botanist for conducting researches on improving the seed of rice, maize and millet, oil seeds, pulses and other cereals, tubers and cotton.
- (b) Entomological section headed by an Entomologist for research on prevention and control of insects and pests of crops.
- (c) Plant Pathological section under a Plant Pathologist for researches on prevention and control of diseases of plants.
- (d) Agricultural Chemistry section under an Agricultural Chemist for taking measures for improving and maintaining soil fertility. Soil survey, for demarcating the main soil types of the State, has also been taken up by this section.
- (e) Agronomy section under an Agronomist for evolving improved farming practices of crops and grasses, for which agrostological work has been started.
- (f) Horticultural section under Horticulturist for conducting researches on growing of fruits and vegetables and also for preparing and preserving of vegetable and fruit products.
- (g) Agricultural Engineering (Research) section under an Agricultural Engineer (Research) for carrying on researches to produce improved agricultural implements and tools.

- (h) Irrigation Research section for finding out the proper use of irrigational water.
- (i) Fisheries research under a Fisheries Biologist has been initiated for conducting researches on measures for promoting the production of fish.

There are two other major Research sections, both tackling research and developmental aspects. The first is the Sugarcane Research and Development wing under the Director of Sugarcane Research located at Pusa. This section has a large number of officers and staff for developing sugarcane production in the State by conducting researches and carrying the results of the researches to the doors of the cane-growers. The Second wing is that of Field Experimental Services under the Field Experiment Specialist which deals with the problems of finding out the manurial requirements of different soils and crops by conducting large number of experiments on cultivators' fields.

The research programme of the different regions are drawn up by specialists in each fields and are considered by working parties constituted for each subject, in which the Deputy Director of Agriculture representing the extension services are also members. The programmes are then submitted to the State Research Programme Committee consisting of the Director of Agriculture, Director of Agricultural Research, Director of Extension Services, Regional Directors and other Specialist officers for examination and approval. The Deputy Directors of Agriculture are also members of the State Research Programme Committee and they provide the necessary link between research and extension. The Committee meets twice a year for considering Kharif and Rabi programmes respectively. There is also a 'Crop Varieties Advisory Committee' at headquarters, which scrutinises and approves recommendations of research such as improved varieties, improved cultural and manurial practices and other improved techniques, before they are passed on to extension.

### **Agricultural Education**

There are two Agricultural colleges—one at Sabour and the other at Ranchi, 17 Agricultural Schools—one in each district, and 4 Extension Training Centres one in each range, for imparting agricultural education to the farm youths. There is also one Horticultural Training school to turn out Horticultural Inspectors for Horticulture Development work and five schools for training of Malis. The Agricultural Colleges provide for the superior staff engaged in extension and research work. The Agricultural Schools provide for the training of would be village level workers and future Agricultural leaders of the villages and the Extension Training Centres are the places where the trainees from the Agricultural Schools are given the final touches for turning them out into useful village level workers. The Government pay a stipend of Rs. 20/- to each student at the Agricultural School and Rs. 40/- to each student at the Extension Training Centres. A similar stipend is paid to the trainees of Horticultural Training School.

There is a Deputy Director of Agricultural Education who guides the working of these educational institutions.

### **Agricultural Extension**

This wing of the Department engages itself in bringing the scientific methods and results of scientific researches to the doors of the cultivator and assists him in adoption of improved farming practices on his fields. The department has a Director of Extension Services at headquarters who coordinates and guides the work of different branches of extension. He is also assisted by Agricultural Planning Officer and Agricultural Economist stationed at

headquarters. A Deputy Director of Agricultural Statistics is also going to be appointed shortly.

(a) *General extension*—The State has been divided into four ranges, and each range is under the control of a Deputy Director of Agriculture. Each district has a District Agricultural Officer with a Sub-divisional Agricultural Officer under him in each Sub-division. Each Sub-divisional Agricultural Officer has Agricultural Inspectors, Work Sarkars, Field Assistants and Kamdars to assist him in executing the programme of agricultural development. The Extension Officers guide and supervise the Agricultural activities in the National Extension Service and Community Development Blocks each of which has an Agricultural Extension Supervisor and a Horticultural Mali. They are all engaged in popularising good seeds of crops, vegetables and fruits, manures, chemical fertilizers, improved implements and improved farming practices. They also execute medium and several types of minor irrigation schemes with the assistance of an Assistant Agricultural Engineers posted in each range and Engineering Supervisor, Engineering Overseers and Well Boring Supervisors at district and sub-divisional levels.

In order to impress upon the cultivators the usefulness of scientific farming and also for production of pedigree seeds, a Sub-divisional farm has been provided in each Sub-division and in order to speed up coverage by improved seeds, 25 acre seed multiplication farms are being opened in every N.E.S. and C.D. Block. Use of fertiliser is also being popularised in full coordination with Credit Agricoles and Cooperative Societies. Use of improved implements is being popularised through their sale on subsidised basis and by conducting free demonstrations on a large scale, specially in the Blocks.

The entire agricultural extension work in the blocks is conducted on the basis of a plan and a programme of work is followed. The planning and programming for the block, the village level worker Halkas and each village is done by the extension staff in consultation with the active cooperation of the cultivators at the various levels.

(b) *Subject Matter Extension*—Subject Matter Specialists are engaged in bringing about coordination between research and extension wings of the Department. These specialists are primarily meant to attend to the problems of cultivators, solutions for which are known, to find out such problems which can be solved by them on the spot and also to bring to the Research Section those problems which require researches to be conducted and solution to be found out. These subject Matter Specialists keep, therefore, in constant touch with the extension as well as the Research Officer.

The State Subject Matter Specialists are as noted below :—

1. Agricultural Engineer for planning and guiding execution of irrigational schemes including borings. Distribution of improved agricultural implements and machines are also looked after by him.
2. Field Experimental specialist, with a set of staff distributed all over the State for advising on the manurial schedules for different types of soils and crops.
3. Deputy Director of Agricultural Marketing for attending to marketing problems of agricultural produce.
4. Plant Protection Officer with adequate number of field staff to fight and to prevent major outbreaks of diseases of insect pests.
5. Fishery Development Officer for popularisation and improved management of inland fisheries.
6. Compost Development Officer for guiding and manufacturing different kinds of compost.

7. Horticultural Development Officer for attending to problems connected with horticultural development work and to help in proper plantation of orchards.
8. Jute Development Officer for popularising the proper cultivation of jute in jute growing areas:
9. Cane Development Officer with his Assistant Director for propagation of improved varieties and cultural practices in sugarcane crops.

At the Range level, the Deputy Director of Agriculture have two Assistant Agricultural Engineers for irrigational schemes and borings, an Assistant Fisheries Development Officer for Fisheries Development work, a Horticultural Inspector for Horticultural Development work, a Compost Development Assistant for compost development work, and an Assistant Plant Protection Officer for conducting plant protection operations. A unit of Subject Matter Specialists have been provided at each District level also which consists of the following :—

1. A Senior Agronomical Assistant.
2. A Senior Horticultural Assistant.
3. A Senior Chemical Assistant
4. A Senior Botanical Assistant.
5. A Plant Protection Inspector.
6. An Agricultural Marketing Inspector.
7. A Fishery Inspector.
8. A Mechanic.
9. A Jute Inspector (in jute growing areas).
10. A Lac Inspector (in lac growing areas).

These Subject Matter Specialists visit the blocks to study local problems, to find out the solutions and also to bring the result of researches to each block staff and village leaders and educate them. They also carry the problems of cultivator to the Research sections for finding out their solution. Thus a two way traffic is maintained by them.

Apart from these Subject Matter Specialists, a team of Instructors have been provided at each Range headquarters. It consists of an Instructor in Agronomy, an Instructor in Chemistry, an Instructor in Plant Protection and an Instructor in Agricultural Engineering and a Fruit Preservation Instructor. They go round to each block and give theoretical and practical training to the village level workers' and village leaders so as to keep their knowledge up-to-date in respect of improved agricultural practices. Extension Supervisors and other extension officers are also regularly sent for Refresher Courses organised in Agricultural College with a view to brush up their knowledge of Agriculture.

Besides this, efforts are being made to impart agricultural training to Agricultural Project Leaders in each village by organising training courses in each village level workers' halka. This work is being taken up now and it is expected that 3 to 4 Agricultural Project Leaders will be trained up in each village of a Block

(c) *Agricultural Information Extension*—The Department has organised an information service for educating the people on mass scale through the help

of bulletins, charts, exhibitions, meetings, radio talks and cinema shows. At the State headquarters, there is an Agricultural Information Officer with the staff and printing machines for producing literatures. There is an Agricultural Publicity Officer at each Range headquarter with complete equipments for holding exhibitions and conducting publicity through Audio Visual Aids.

Close supervision of agricultural work in the blocks has been ensured by adoption of a schedule of inspections for all the officers of the Departments. Apart from these measures of extension from official side, efforts have been made to take help and cooperation from progressive and enthusiastic farmers of the State in development of Agriculture particularly in N.E.S. and C.D. Blocks. A farmers' Forum has been organised at the State level and branches of this are being opened in every district. In the N.E.S. and C.D. Blocks, Farm Youth Clubs are also being opened and dissemination of measures of Agricultural improvement is being obtained through them.



## PREPARATION OF A WORKING PLAN FOR AGRICULTURAL DEVELOPMENT PROGRAMME FOR A VILLAGE—BOMBAY STATE

In order to achieve best results, and implement the Agriculture Development Programme successfully, it is necessary to have a working plan for each village in a block. This is necessary because local conditions obtaining in a village and its needs would differ from those of the block as a whole. Besides the working plan for a village would create interest among villagers for planning their own development programme and effectively executing the same through their own organisation and would also serve as an useful data to any visiting official expected to give technical advice and help to the villagers. The working plan for a village should therefore be prepared after considering local needs and interests in consultation with the villagers and the Agricultural Officers.

Like the working plan for a block, the working plan for a village should also be divided into three parts. Part I should indicate, in general, existing features of the village, nature of people's attitude to improvements in general and physical possibilities in the area. Part II should deal with each of the ten points indicated in paragraph I of Government Circular No. AGR-2457-S, dated the 13th March 1957. Under each item, brief description should be given regarding existing conditions, programme proposed to be followed in future, methods proposed to be adopted for demonstrating and popularising the idea. Part III should contain three statements as indicated below, giving information concerning the programme in nutshell.

Statement I —Statistical information in the base year.

Statement II—Methods of improvement proposed and additional production per acre or other unit expected on the basis of experimental results obtained by the Agriculture Department.

Statement III—Agricultural production programme indicating targets and additional production expected in three years.

(*Proforma* for these statements are attached).

These plans should be prepared in local language, in triplicate, one copy being kept in the village, second with the Gram Sewak, and third in the the block/project office. These plans should be constantly examined, discussed with the villagers, and reviewed periodically whenever officials visit the villages concerned.

## STATEMENT I.

*Statistical Information in the "base year"——*

## 1. GENERAL—

- (i) Name of the State ..
- (ii) Names of the village and the Block ..
- (iii) Type of Block ..  
(C.D./N.E.S.) ..
- (iv) Year of allotment ..
- (v) Location of Village : District Tahsil ..
- (vi) Block Headquarters ..
- (vii) Area of Village (acres) ..
- (viii) Distance from the village to Block headquarter ..
- (ix) Population (Census figures) :  
Total (No.) ..  
Adult male (No.) ..  
Adult female (No.) ..
- (x) No. of families in the Village ..

## 2. OCCUPATIONAL DISTRIBUTION OF POPULATION—

## (1) Agriculturists—

- (a) Owner cultivators (No.) ..
- (b) Non-cultivating (No.) owners. ..
- (c) Agricultural labourers (No.) ..

## 3. SOIL AND LAND UTILISATION (from revenue records)—

- (a) Nature of soil ..
- (b) Total area— ..  
(i) in sq. miles ..  
(ii) in acres. ..
- (c) Net sown area (acres) ..
- (d) Area sown more than once (acres). ..
- (e) Total crop area (acres) (c+d) ..
- (f) Current fallows (acres) ..
- (g) Area under forests (acres) ..
- (h) Cultivable waste land (acres) ..
- (i) Barren and uncultivable land (acres). ..

## 4. RAINFALL AND IRRIGATION (Administrative and Revenue reports)—

## A. Rainfall—

- (i) Annual (inches) ..
- (ii) Seasonal i.e. during crop season (inches). ..
- (iii)\* Level of water table (feet) ..

## B. Irrigation—

- (i) Wells ..
- (ii) Tubewells ..
- (iii) Tanks ..
- (iv) Canals (miles) ..
- (v) Other sources (specify) ..  
Net area irrigated (acres) ..  
Area irrigated more than once (acres) ..  
Gross area irrigated (acres) ..

### 5. AGRICULTURAL PRODUCTION AND TRADE (Revenue records and crop experiments in the past).

(a) Names of Crops	Area under Crops (acres).		Yield per acre (lbs.)	
	Irrigated	Unirrigated	Irrigated	Unirrigated
1	2	3	4	5
1. Rice .. ..				
2. Wheat .. ..				
3. Gram .. ..				
4. Cotton .. ..				
5.				
6.				
7.				

(b) Names of Crops	Season of			Please indicate whether major portion of the crop is exported or consumed internally
	Sowing	Harvesting	Marketing	
1	2	3	4	5
1. Rice .. ..				
2. Wheat .. ..				
3. Gram .. ..				
4. Cotton .. ..				
5. Oilseeds .. ..				
6.				
7.				
8.				

### 6. AGRICULTURAL PRACTICES—

Fertilizers and seeds			Quantity used per year (maunds)	Crops for which used
1. Seeds—				
(i) Paddy	..	..	..	
(ii) Wheat	..	..	..	
(iii) Juar	..	..	..	
(iv) Bajra	..	..	..	
(v)	..	..	..	
(vi)	..	..	..	
2. Fertilizers—				
(i) Ammonium sulphate	..	..	..	
(ii) Super phosphate	..	..	..	
(iii) Other chemical fertilizers	..	..	..	
(iv) Oil cake	..	..	..	
(v) Town compost	..	..	..	
(vi) Farm yard manures	..	..	..	
(vii) Miscellaneous	..	..	..	
(viii) Green manuring	..	..	..	



## 7. CO-OPERATIVE SOCIETIES—

Type of Co-operative Societies	No. of members enrolled	No. of villages covered	Annual turnover
Co-operative credit society ..	..		
Co-operative farming society ..	..		
Marketing co-operative society ..	..		

## STATEMENT II.

*Methods of improvement proposed and additional production per acre or other unit expected on the basis of experimental results obtained by the Agricultural Department.*

Sl. No.	Item of improvement	Recommendation per acre or other unit, if any	Total area physically suitable for the purpose	Additional production expected per acre	Number of demonstrations proposed		
					Year 6	Year 7	Year 8
1	2	3	4	5	6	7	8
	1. Use of improved seeds—						
	(i) Paddy—						
	(a) ..... (varieties)						
	(b) ..... Do.						
	(ii) Jowar—						
	(a) ..... Do.						
	(b) ..... Do.						
	(iii) Wheat—						
	(a) ..... Do.						
	(b) ..... Do.						
	(iv) Other crops—						
	(a) ..... Do.						
	(b) ..... Do.						
	2. Manure—						
	(i) Ammonium sulphate ..						
	(ii) Super phosphate ..						
	(iii) Other chemical fertilizers ..						
	(iv) Compost ..						
	(v) Farm yard manuring ..						
	(vi) Night soil manuring ..						
	(vii) Green manuring ..						
	3. Irrigation—						
	(i) Area brought under irrigation newly (all types)						
	4. Improved practices of cultivation—						
	(i) Full or partial Japanese methods of cultivation. Crop ..						
	(ii) Dibbling of paddy, K. Jowar, R. Jowar and Wheat. ..						
	(iii) Dibbling of groundnut ..						
	(iv) Wider sowing of K. Jowar and R. Jowar. ..						
	(v) Wider planting of sugarcane ..						
	(vi) Intensive cultivation combined all practices, seed fertilizers, use of improved implements etc.						

*Agricultural Production Programme indicating targets and additional production expected in three years.*

Sl. No.	Item	Targets aimed		Area to be covered in acres		Expected additional production		Supplies required		Funds required		Sources of funds		Remarks				
		1957-58	1958-59	1957-58	1958-59	1957-58	1958-59	1957-58	1958-59	1957-58	1958-59	Dept.	CDB. Co-op. People					
2		58	59	60	58	59	60	58	59	60	58	59	60	18	19	20	21	22

Paddy	Krishnasal-BK 70
Akola Bajari	..
Kharif	..
Rabi Jowar	..
Kenphad Wheat	..
Gram Chaffa	..
Ground nut	..
Cotton	..
Tobacco	..
Safflower	..
Mug	..
Maize	..
Nagali	..
Potatoes	..
Sugarcane	..

## Chemical Fertilizers—

Nitrogenous (In terms of  
N<sub>2</sub> lbs.)  
Phosphatic (In terms of P<sub>2</sub>  
O<sub>5</sub> lbs.)  
Potash (In terms of K<sub>2</sub>O)  
Compost (In tons)

## STATEMENT III—contd.

2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22

5	F.Y.M. (In pits) (10' x 6' x 3')	..																		
6	Urin manures (pits)	..																		
7	Night soil (in terms of Gopuri latrines).	..																		
8	Town compost	..																		
9	Green manuring (acres)	..																		

## III. Irrigation—

1	Bandhara	..																		
2	Tank	..																		
3	Tube well	..																		
4	New Wells	..																		
5	Repairs to old wells	..																		
6	Pumping sets	..																		
7	Canal	..																		

## IV. Improved practices of cultivation—

(i) Full or partial Japanese method of cultivation.

Crop

(ii) Dibbling of paddy, K.

Jowar, R. Jowar and

wheat.

(iii) Dibbling of groundnut

(iv) Wider sowing of K.

Jowar and R. Jowar

(v) Wider planting of sugar-

cane

(vi) Intensive cultivation

combined all practices

seed, fertilizers, use of

improved implements,

etc.

## V. Plant Protection—

(i) Insecticides in lbs.

(ii) Fungicides

(iii) Weedicides

(iv) Rhodenticides



STATEMENT III—contd.

1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22

VI. Soil Conservation—

- 1 Ploughing weed infested lands .. ..
- 2 Cultivation of cultivable fallow .. ..
- 3 Ploughing with moundboard plough .. ..
- 4 Levelling .. ..
- 5 Strip cropping .. ..
- 6 Countour bunding .. ..

VII. Horticulture—

- 1 Mango (trees) .. ..
- 2 Banana (acres) .. ..
- 3 Tamarind .. ..
- 4 Citrus .. ..
- 5 Grapes .. ..
- 6 Pomegranates .. ..
- 7 Figs .. ..
- 8 Guavas .. ..
- 9 Cashew nuts .. ..
- 10 Pine apple .. ..

VIII. Vegetable—

- 1 Leafy vegetables .. ..
- 2 Root, bulbs and tuber vegetables .. ..
- 3 Pod and fruit vegetables .. ..

IX. Poultry—

- 1 Production of eggs (dozen)



## IV

### INTEGRATION OF GRAIN LOANS WITH CO-OPERATIVE CREDIT SYSTEM IN ORISSA

In 1953 a scheme, known as the grain gola scheme, was introduced in the district of Bolangir. It envisaged the organisation of big and viable co-operative societies for groups of 5 to 10 villages. The grouping followed the demarcation of gram panchayats under the Orissa Gram Panchayat Act. The share capital of the society was held in the form of grain as well as cash and loans of both kinds were issued. Emphasis was, however, placed on loans in kind. Each society was provided with a godown with a storage space of about 2,000 mds. This godown was known as grain gola and the scheme got its name from it. Each society was required to employ a paid and trained Secretary. The liability of the members was limited. The gram panchayat, that is, the local authority having jurisdiction over the group of villages, was required to participate in the share capital and to deposit its surplus funds with the society. This arrangement was mutually advantageous as it provided the society with some working capital and the panchayat was able to make some income from its surplus. The object was to maximise the utilisation of local resources of grain and cash. The society was utilised for distributing improved seeds and multiplying the same in the villages for future use. Most of the gram panchayats in this district have 25 to 50 acres of good paddy land of their own. These lands are leased out to reliable cultivators for the multiplication of improved seeds. One-fourth of the produce is payable under the terms of the lease and the payment has to be in the shape of grain fit for use as seeds. The improved seeds so raised and collected are deposited in the society by the panchayat and made available through it to the cultivators in the form of loans. The rate of interest was fixed at 25% which was half of the rate prevailing in the area for grain and seed credit. This may appear high compared to the rates charged on cash loans. But it must be remembered that in regard to grain credit a considerable allowance will have to be made for factors such as dryage, wastage and price fluctuations. This scheme proved to be very popular and soon demands were made for its extension to other districts.

It was at this juncture that the Rural Credit Survey Committee published its report. The Government of Orissa were glad to find that some of the main features of the grain gola scheme, the emphasis on economic size, limited liability, supply of loans in kind, financial participation of governmental agencies and the employment of a paid and trained Secretary had found place in the recommendations of the Committee. They also found that the data collected during the survey in three districts of the State confirmed their appreciation of the rural economy. The survey has revealed that grain loans occupy an important place in the economy and that credit transactions in kind are very significant in terms of the number of borrowers as well as the relative value of borrowings. More than 30% of the cultivating families questioned during the survey reported borrowings in kind. The estimated value of total borrowings in kind during the year exceeded 10% of the correspondings in cash. In one district, Sambalpur, it was over 60%. This tendency is not limited to borrowing only. The figures of current farm expenditure collected during the survey indicated a definite preference for transactions in kind in two districts as given below:

Name of district	Current farm expenditure	
	In cash	In kind
	(Rs. per family)	
1. Sambalpur	157	178
2. Puri	117	109
3. Koraput.	106	133

What are the main features of grain credit and why is it so popular in Orissa? Grain loans are almost entirely of short duration and rarely go beyond 8 or 9 months. If any, only a small portion is outstanding for more than one year. The purposes for which these loans are taken are therefore limited to family consumption, seeds and payment of farm expenses in kind. This kind of credit cannot obviously meet the medium term and long term needs of the cultivator, such as bullocks and land improvement works. It cannot also provide the necessities of the cultivation of cash crops. Its present popularity over money credit appears to be the direct result of the prevailing pattern of cultivation in the State. Paddy is almost the sole crop in most districts and the cultivation practised is more of the extensive rather than of the intensive kind. The demand for money credit will rise in step with the diversification of the crop pattern and the adoption of intensive cultivation. This tendency has already become noticeable as a result of better irrigation facilities and agricultural extension programmes.

Although there is no doubt that the future lies in the direction of more and more money credit it does not appear realistic to altogether ignore the present preference of the cultivators for grain credit. Any programme of development of rural credit should take account of both, and should not patronise one to the exclusion of the other. For one thing there are still vast areas which cry for grain credit but have not been provided with. For another it is wise to build the plans of the future on what exists at present. The future programme should therefore provide for two things: extension of grain credit to the optimum and the pumping of increased quantities of money credit into all suitable areas. This means that the existing institutions providing grain credit should be strengthened and new ones established where none exists. Simultaneously arrangements must be made to supply money credit in such a manner that will not conflict or interfere with the operation of grain credit institutions. After all, predominance of grain credit is but a stage in the evolution of credit. It therefore appears natural that the institutions dealing in grain credit should in time develop wings for purveying money credit. It is with this aspect in mind that the Government of Orissa selected some of the grain gola societies of Bolangir district for the pilot project which was designed in 1955-56 for trying out the recommendations of the Rural Credit Survey Committee.

At this stage we may take note of the progress of the societies of the pilot project and consider whether they have any lessons to offer. 25 grain gola societies of Bolangir were selected for the project. Government contribute Rs. 10,000/- to the share capital of each of these societies. This enabled them to issue for the first time cash loans, short-term as well as medium-term. Most of these societies had been organised under the grain gola scheme. Three only were existing from before. They were on the basis of unlimited liability. Their constitution was changed to conform with the scheme. The progress made by the societies in the matter of membership, share capital and deposits from year to year may be seen from the Statement given below.

Year	Number of Societies.	Number of Members.	Share Capital		Deposits Paddy. Mds.
			Cash. Rs.	Paddy Mds.	
1953—54	23	2903	2635	2358	7073
1954—55	25	5776	6315	8122	21692
1955—56	25	8603	303881	7778	27339
1956—57	25	8908	306806	8171	26805
(upto 31. 12. 56)					

Grain Golas are very necessary for rural credit in tribal areas. In the Central and State sectors of the plan, there is provision for starting 435 grain golas in backward areas. There is still a considerable gap to be covered.

It is proposed to start 50 more grain golas. The cost on account of the additional grain golas for 1957-58 is estimated at Rs. 1.05 lakhs and for 1957-61 Rs. 5.55 lakhs. The total cost of grain golas scheme would rise to Rs. 14.00 lakhs from Rs. 8.45 lakhs as a result of inclusion of these additional grain golas.

#### Grain Golas.

(i) Buildings	Rs. 6,500/-
(ii) Paddy 500 mds.	Rs. 3,500/-
(iii) Contingencies	Rs. 228/-
(iv) Pay of Salesman @ Rs. 20/- p.m. for 4 months.	Rs. 80/-
(v) Pay of Watchman @ 17/8/- p.m. for 11 months.	Rs. 192/-
	Rs. 10,500/-

For 50 Golas (including cost of repairs and recurring charges) Rs. 55,000/-.

The phasing of expenditure will be as follows:—

(Rupees in lakhs)

1957—58		1958—59		1959—60		1960—61		1957-61	
Cost	Target	Cost	Target	Cost	Target	Cost	Target	Cost	Target
1	2	3	4	5	6	7	8	9	10
1.05	10	1.10	10	1.15	10	2.25	20	5.55	50

An attempt has been made to analyse according to the purposes the loans given upto 31.12.56 from the date of the inauguration of the pilot project. The results of the analysis are given in the statement below:—

(From 1.4.56 to 31.12.56)

Short term loan				Medium Term Loan.	
Seeds	Paddy loan	Agrl. Farm expenses.	Total	Cash loan	Purchase of bullocks.
Mds.		Mds.	Mds.	Rs.	Rs.
19,912		12,970	32,882	202,275	120,275

Short term loan		Medium Term Loan.	
Improvement of land.	Other purposes	Total.	
Rs.	Rs.	Rs.	
73,020	7,780	201,075	

Attempts have also been made to ascertain whether the crop loan system followed by these societies has produced the desired results and whether the borrowers have utilised the loans taken for the purposes for which they were given. An enquiry was made to verify the expenditure. In some societies the verification was 100 per cent. It was found as a result of this enquiry that the loans were properly utilised on an average in 86.5 per cent of the cases. The lowest being 60 per cent in the case of one society. In two instances the percentage of proper utilisation was above 90 per cent. With a view to see whether in the matter of distribution of loans the small and medium cultivators have had their legitimate shares, a study has been made of all the loan applications which reveals that a large majority of borrowers belonged to the class of small and medium cultivators.

Serious objections have been raised to the combination of grain credit and money credit in the same institution and the Government of Orissa have been advised to separate the two. In other words, the grain gola societies included under the pilot project have been required to dispose of their grain stocks and confine their share capital and future loan transactions to cash. It has not, however, been denied that there is need for stocking grain in the village and the short-term loans for the purpose of seeds, consumption and farm expenses should continue to be given in the form of grain. It has been suggested that the stocks may be physically kept in the godown of the large-sized credit society but held by it as agent of the regional marketing society to which it will be affiliated for marketing and supply functions. The accounts of the credit society will be kept in terms of money and all loans will be in terms of cash. When grain is supplied against these cash loans, it will be accounted for as sale on behalf of the Regional Marketing Society. The reasons for such an apparently round-about procedure are as follows :—

- (a) Holding of grain stocks on its own by way of share capital and deposits and the issue and collections of grain loans in the straight form will lay the credit society open to serious risks which may in certain circumstances endanger the very stability of the society and the credit superstructure consisting of the central banks and the apex banks. Grain may deteriorate in storage. It is liable to damage from rodents and easy pilferage from human beings. Losses may accrue due to fluctuations in prices.
- (b) If a part of the assets of the society is kept in the form of grain it will not be easy to form a correct estimate of the value of the assets of the society for the purpose of fixing and administering the borrowing limits. Correct value can be fixed only after physical verification of stocks and this cannot be done as often as it becomes necessary. There can be no certainty about the value between one verification and another. For, due to the risks mentioned at (a) value of the stock may drop to a dangerously low level almost without any one knowing it.

It may be admitted that the difficulties outlined in the above para are not unreal and that in the interest of a stable and efficient credit structure they should on no account be minimised. But the question is whether those difficulties are insurmountable or whether the risks can be safeguarded against to a reasonable extent in the same manner as risks in commercial ventures are guarded against through accounting, financial and administrative devices. Moreover, it has to be considered whether it is prudent to abandon the simpler and straighter form of grain credit which is popular and clearly understood by the people in favour of a round-about system with attendant and administrative complications. The key to an answer to this question lies in the possibility of providing satisfactory safeguards for the risks that go with grain credit.



Before we consider what safeguards are necessary and possible it would be useful to state why the continuance of the present system in which grain credit and money credit are combined in one institution at the primary level is being advocated. Combination has the following considerations to commend it:

- (a) It has already been said that the scope of grain loans is limited to certain short-term needs and the future points to more and more cash loans. But the transfer of the borrowers' preferences from grain loans to cash loans should be brought about smoothly and in complete harmony with the changing emphasis in their cropping practices and pattern of cultivation. When the demand for money credit arises it should not be necessary for the borrowers to go in search of some other institution.
- (b) If there is only one credit institution at the primary level there will be better enforcement of credit limits and the dangers of over-lending will be under control. If a cultivator becomes member of one institution for grain credit and that of another for money credit difficult problems of coordination arise. This may result more often than not in over-lending.
- (c) Grain credit and money credit being mutually complementary should subsist together. The former will, in the conditions of Orissa, answer in large part of the short-term needs while the latter can be utilised largely for meeting the medium-term needs. This ensures the maximum utilisation of scarce resources and promotion of local savings.
- (d) Collection of grain either for initial share capital or for repayment of loan is comparatively easier than collection of cash. At any rate the people understand the former method better and as the survey has already shown the people in the region are more at home with transactions in kind. Success of a co-operative technique depends upon the understanding and willing participation that it can elicit from the members. In fact, such techniques should be employed as can be understood and followed by the members. It is not good to make light of their preferences and impose a complicated system much beyond their comprehension.
- (e) The entire State is expected to be covered by National Extension Service Blocks by the end of the Plan. Great hopes have been laid on the success of the agricultural extension programmes in the blocks for achieving the increased targets of agricultural production that have been fixed in the Plan. The Planning Commission and the economists have made it very clear that the clue to the success of the Plan lies in increased production of food and other agricultural commodities. Agricultural credit plays a very important part in the achievement of these targets of production. It is therefore of urgency and importance that in every National Extension Service Block that has been opened or is likely to be opened in the years to come adequate credit facilities must be provided. This cannot be done if we confine ourselves to the programme of organisation of large-sized credit societies on the pattern recommended by the Reserve Bank of India. For, with the existing provision in the Plan no more than 500 such societies can be established during the 5-year period. They will cater to 2500 to 5000 villages at the most. If they are distributed evenly over all the N.E.S. blocks each block will get no more than three while its requirement is 10 or more. So some other method of covering the remaining portions of the blocks will have to be found. It is in recognition of this situation that the Planning Commission in consultation with

the Ministry of Agriculture and the Reserve Bank of India have recommended that the existing societies should be strengthened. Most of the existing societies are uneconomic in size. Several of them are on unlimited liability basis. The question is whether it is prudent to strengthen these societies although it has been decided to lay increasing emphasis on societies of larger size and with limited liability. It is perhaps not wise to do something which will go against the accepted trend of future development. On the other hand, it will be better to organise such societies as can eventually be raised to or converted on the agreed pattern when funds and other facilities become available. With the existing popularity of grain credit and the clear possibility of a smooth conversion into large-sized credit society of the conception of the Reserve Bank of India, the grain gola society of Bolangir will be an ideal type for the interim period. It will not create great pressure on the monetary resources at the disposal of the State Government and the Reserve Bank.

(f) There are already more than 1200 grain gola societies.

In some districts like Bolangir, Dhenkanal and Sundargarh, all the villages have been covered by these societies. In others attempts are being made to cover the N.E.S. blocks first. It is expected that by the end of 1957-58 all will be covered. The point is whether the institutions which have already been organised and which have made their way into the hearts of the people should now be confined in their activities to only a small sphere of agricultural credit and new institutions created with over-lapping jurisdiction and insufficient economic justification; or whether these institutions should be taken advantage of for distributing the much-needed money credit in supplement to the grain credit already being given.

It may now be considered what safeguards are necessary in the event of combination of money credit and grain credit in one institution. The safeguards may be of two kinds, administrative and financial. Administrative safeguards are meant to prevent or reduce to the minimum the occurrence of losses due to storage, dryage and pilferage. The Financial safeguards are meant to provide a cushion for the shocks resulting from losses that could not be prevented by administrative safeguards or that have occurred due to reasons beyond any one's control, such as price fluctuations. From the administrative point of view it is absolutely essential to provide the cooperative societies with the services of paid and trained staff, and to ensure close supervision and frequent inspection. The grain gola co-operative has a goladar-cum-secretary, who is a paid and trained hand. In the first two years when the income of the society is not likely to be appreciable the secretary of the gram panchayat functions as the secretary of the society. During this period he is paid out of the funds of the gram panchayat. As the income increases and becomes sufficient to pay a whole-time employee the society entertains its own secretary. Adequate arrangements have been made for training secretaries. The Orissa Co-operative Union conducts two courses a year, each of a duration of six weeks for training the secretaries of gram panchayats and goladars of societies. Every year more than 150 persons are being trained in this manner. After a period these secretaries are required to go through the six months' course at the Subordinate Cooperative Officers' Training Institutes, Cuttack and Sambalpur. This intensive training is arranged according to a phased programme. The idea is to ensure that the secretaries complete this training by the time the gola societies become ripe for handling larger doses of money credit and begin to function as large-sized credit societies on the scale and pattern approved by the Reserve Bank of India. As regards supervision and inspection the arrangements are as follows: there is one Co-operative Inspector in every N.E.S. block which on the average

consists of 10 gram panchayats and hence 10 societies. It has been decided to carve out inspectorates on this basis even in advance of the opening of N.E.S. blocks. The recruitment and training of personnel for manning these inspectorates are going on apace. Besides, in the Gram Panchayat Department there are Supervisors and Audit Inspectors, one for every 25 to 30 gram panchayats. A co-ordinated programme of inspection and supervision has been approved so that the grain gola society in each gram panchayat is visited and checked at short intervals. The Cooperative Inspector is required to visit each Society once in two months while the Gram Panchayat Supervisor or Inspector will visit each of them once in four months. Thus between them the Inspector of the Cooperative and Gram Panchayat Department do keep a close watch over the activities of the societies. In addition to the Government staff, there will be the supervisory staff of the central banks whose services too will be available for check and guidance. The duty of ensuring the coordination of all these agencies has been laid on the Collector of the district who as the leader of the team of development officers has adequate powers of control.

From the financial point of view, the following safeguards will be necessary :—

Firstly, a maximum should be fixed for the quantity of grain to be stored at any one point of time. This can be done on the basis of an estimate of the requirements of grain credit in the area. It is not difficult to form this estimate particularly because the use of grain credit is limited to three things ; seeds, consumption and payment of wages in kind. A study of the loan transactions in the grain golas of Bolangir has shown that the requirement of grain credit in each grain gola will not be more than 2,000 mds. Assuming that out of the 1000 families in each gram panchayat area 500 become members of the society, the rate per member will work out to 4 mds. One maund for seed and 3 mds. for other purposes is a reasonable rate. The experience of Bolangir shows that the average demand per member tends to fall as soon as money credit is made available. Thus a stage may be reached when the amount of paddy required to be stored for the purpose of giving loans will represent but a small part of the total assets of the society. If calculation is made on the basis of 1.5 mds. per member at the rate reached in Bolangir in 1956-57 the total stock required for a society of 500 members will only be 750 mds. The earlier the money credit is made available the sooner this stage will be reached. It is perhaps possible to plan on the basis of a 5 to 8 year period over which there will be progressive reduction of stocks. At the end of the period such stocks as remain may be entirely converted into cash. The society would have by this method educated its members in the practices of money credit, and the coordination of cash transactions with supply functions undertaken as an agency of another body.

Secondly, the rate of interest at which the grain loans are given should include a liberal allowance for possible losses due to shortages in storage such as dryage, wastage and price fluctuations. In fixing the allowance on account of shortage in storage it must be remembered that the stocks are usually kept for not more than 6 to 7 months. Paddy is collected in January and lent out in June and July. For all storages exceeding a period of one month, Government in the Supply Department had fixed the maximum shortage allowable at .75 seers in each maund, or in other words, at 1.87 per cent. The recent survey of markets undertaken in the State has however given a higher figure, 1.5 seers per md. or 3.75 per cent. This may be compared to the actual experience of the grain gola societies of Bolangir.

Year	Working Capital.	Dryage	Percentage
1953—54	9,430	149	1.5%
1954—55	26,814	141	.5%
1955—56	33,113	320	.9%
1956—57	34,981	400	1.1%

It would have been more accurate had the calculation been made on the quantity actually stored for the longest period instead of on the basis of working capital. But as this figure is not available calculation has been made on the basis of total quantity of paddy used as working capital. However, to be on the safe side we may adopt the rate reported on the basis of the survey of the markets. As regards the allowance to be made for price fluctuations, two aspects should be borne in mind. Firstly, losses occur only when the stocks are converted into cash and the object of the scheme is precisely not to make such conversions. Secondly losses can occur only if the price at the time of issue of the loans is higher than at the time when it is collected back. The losses will be significant only if the variation in price between the season of lending and the season of collection on the one hand and the variation in price between the above mentioned season of collection and the next season of lending on the other do not correspond with each other. Normally the price is higher at the time of sowing when the loans are given and lower at the time of harvest when the loans are collected back. The variations are very slight. Whatever the variations may be, this factor can be adequately guarded against. Prices are relevant for valuation of the stocks for the purpose of fixing the credit limit of the society and for judging its viability. With these limited purposes it is perfectly possible to value the stocks deliberately low. The prevailing market price reduced by 50 per cent may be adopted for this purpose. The Registrar of Cooperative Societies had always been alive to the importance of this aspect and had never allowed the valuation of these stocks at anything higher than 50 per cent of the market price. While the price is ranging between Rs. 7 to 8, the rate of valuation has been fixed at Rs. 3 4/0. Even if this is not considered a sufficient safeguard we have sufficient allowance for meeting variations in the rate of interest. This at least is one of the reasons why the rate of interest has been fixed at 25 per cent while the corresponding rate for cash is about 9 per cent. There is thus a margin of 16 per cent, which can easily wipe out the possible losses due to various factors. Even if the gram panchayats are paid 10 per cent as interest on their deposits of paddy there will still be 15 per cent out of which it can easily meet these losses, if any. It can be made compulsory that these institutions create separate reserves for meeting these losses and invest them in cash in the central banks. This should provide sufficient financial safeguard against possible losses. In this connection it may be pointed out that an elaborate discussion of price fluctuations and losses resulting there from will sound rather unreal in the present context. The prices of paddy are tending to rise and no knowledgeable authority has expressed apprehensions of a fall in prices during the remaining years of the Five Year Plan.

Thirdly, it should be laid down that the society should not divert the cash loans obtained from the central bank for the purchase of paddy. In other words, it should raise from its members by way of shares or deposits all the paddy that it requires for its working capital. This restriction is necessary in order to insulate the cash wing of the society from the adverse influences that shortages in storage and price fluctuations may have on the Grain wing. It is only the owned resources of grain and Governmental deposits of grain that will be invested in grain loans. In view of the case in collections and the higher rate of interest, the society is sure to build up sufficient owned resources for meeting the gradually falling demand for grain loans.

To sum up it is necessary to integrate the grain credit institutions existing in Orissa with the Cooperative credit structure. It is also possible to provide efficient and adequate safeguards against any adverse effects that the combination of grain credit with money credit in primary institutions is likely to have on the credit structure. It also appears a retrograde step if after all that has been done in creating a large number of institutions for providing the kind of credit that has been found by the rural credit survey itself to be predominantly popular they should be abandoned or condemned to a slow attenuation.



## **SOIL AND WATER CONSERVATION THROUGH SELF HELP IN ETAWAH—UTTAR PRADESH**

Approximately 172,000 acres, which constitute 16 per cent of the district area, is under ravines. The ravines are due to the deep flowing rivers Jamuna, Chambal and Sengar and the desolate sight is typical of the tract. There were big forests in these areas in the past. Most of these areas now have been brought under the plough and the ravines that now flank the Sengar, Jamuna and Chambal are usually destitute of trees.

In 1888, some 2,000 acres of ravines close to the town of Etawah were planted. This is now known as 'Fisher's Forest'. 31 gully plugging embankments were constructed and the area was closed to grazing. The plantation programme has recently been revitalised, by the Forest Department. The whole experiment has very successfully shown how the growing ravine formation can be effectively checked. However, there is no radiating influence of the programme as the land is taken over by Government out of the hands of the cultivators in spite of the deep and ever increasing ravines have not been encouraged to adapt similar measures. The experiment continues to be a monumental programme in a limited sphere.

With the initiation of Pilot Development Project, Etawah, attention was paid to the programme of soil conservation also. In the villages of Dalipnagar and Eknor on the Jamuna, a programme of gully check dams and upland bunding was taken up with the help of mechanical equipment. The limitation of equipment and its maintenance during the immediate postwar days, paucity of technically trained personnel and high cost involved, limited the scope for further expansion of the experiment. The programme aroused the curiosity of the people who enjoyed witnessing it but did not lead to any action on their part. Neither were any more bunds constructed by the people on their own land, nor did they maintain the ones constructed by Government. The people were not involved and the programme did not become self propelling.

Soil erosion continues to be the most serious problem of the district. With the growing pressure of population, the demand for increased agricultural production, and with the need for preserving soil as a national resource for prosperity, there needed to be evolved a people's programme that would ultimately tackle the problem. A programme that would be within reasonable limits of a cultivator's resources, and also not involve heavy costs to the Government, seems to be the only programme that could suit the conditions and attempt to solve the vast problem.

### **Bhagyanagar Programme of Soil and Water Conservation**

Agricultural and other programmes that were properly demonstrated to the cultivators in the Project became popular programme of the cultivators' activity by 1952. The success of these gave great confidence to workers on extension techniques and it was being considered with greater hope that programmes, which are based on felt needs of the people and are introduced by the extension techniques and principles, keeping in mind the resources of the farmers, have a greater scope for their acceptance, radiation and regular maintenance.

For effective beginning in soil and water conservation through extension, erosion conditions of Etawah were restudied. It was observed that whereas

erosion on the banks of the Jamuna is very severe and spectacular there are other areas exposed to erosion where considerable damage has been and is being done. Catchment areas of river like the Sengar have very recently been exposed to the dangers of erosion and the menace has started effecting the social and economic condition of the area. Erosion problems therefore of Jamuna and Chambal have much in common.

- (a) They both flow through typically similar alluvial tract.
- (b) Socio-economic factors and pattern of agriculture are similar.
- (c) Rainfall and other geographic factors are common. With these similarities there are some minor though significant differences as well.
- (d) In Sengar tract even though the damage due to erosion is severe, agriculture in most areas is being continued and only small areas have been abandoned. People are keen to retain their agricultural holdings.
- (e) As yet complete villages in Sengar tract have not been abandoned and the people still have recollections of the times when the damage was not present or had just started.
- (f) The slopes are less severe and therefore not absolutely unmanageable.
- (h) Water table has not yet receded too low and in comparatively levelled areas construction of wells is still economical.

In the Bhagyanagar Block of the Etawah Pilot Project, an original Soil Conservation demonstration project of 10 acres was started in 1953, without any large earth moving machinery, the land remaining with the people and the people doing the major part of the work at their cost under technical guidance by the government and minor Government contribution. Two of the workers had undergone training in soil conservation at Sholapur and had decided to adapt the practices to local conditions for trial in the area. All combined resources of technical information, villagers' confidence in the workers and their best skill in intimate village approach and psychological feel for the situation were used. The villagers had already realised the problems but were sceptic about the solution. However, they pinned their faith in one more activity. The nature helped and they could see the result of different soil conservation measures adopted by themselves. They saw considerable quantities of silt deposited and they saw moisture being retained in their fields for longer periods. They saw the utility and effectiveness of Levelling 'Karhas.' Caster on bunds has given them extra income and grasses planted on bunds and gully plugging embankments have meant extra fodder for their cattle. The area increased to 450 acres in 1954 and the programme expanded to 14 new villages along the river Sengar comprising 2,740 acres for completion in 1955-56. So far 6,090 acres have had various soil and water conservation measures.

As mentioned earlier the programme is being executed by people themselves in their own fields. Technical guidance is provided by the trained workers of the Bhagyanagar Project without any charge on the cultivators. Care has also been taken to adopt cheap and economic constructions. Heavy reliance has been placed on the farmers' own initiative for the upkeep and maintenance of various field structures and also that the agronomic practices of the area would gradually improve. With a steady programme of farmer education for conservation farming and on the basis of response being given to it, it is hoped that gradually more and more of conservation practices would be adopted.

The cost of conservation, therefore, has been minimised. On an average Rs. 30/- per acre are needed for conservation of agricultural lands open to erosion

at Bhagyanagar. Of these Rs. 5/- are the average expenses for Pucca construction and manual labour to the tune of Rs. 14/- to Rs. 16/- is required for various earth structures. The cost of supervision and guidance incurred by the government is to the tune of Rs. 4 to Rs. 6/- depending on the terrain and the stage of expansion of the programme which is not recovered. Subsidy to the tune of 25% of katcha community constructions and 50% of pucca constructions only is granted which ultimately works out to Rs. 4/- to 5/- an acre. In some cases loans from funds available in the block are also granted which are recoverable in three years. Thus the costs are within an easy reach of an average farmer and the State too can afford the small sum of Rs. 10/- to Rs. 15/- an acre even when the programme expands considerably.

Statement of costs of Soil Conservation Measures based on watershed plans developed at Bhagyanagar, Etawah

Item	Cost of Govt.	People's contribution
1. Survey and Planning .. ..	0—8—0	—
2. Earth work construction and Daul Bunds and Gully plugging and levelling .. ..	—	18—9—0
3. Community construction subsidy .. ..	2—0—0	—
4. Masonry structure .. ..	2—8—0	2—8—0
5. Technical guidance and supervision .. ..	5—6—0	—
Total .. ..	10—6—0	20—8—0

*N.B.* Cost for agronomic practices are not mentioned as no additional costs are involved.

### Soil Conservation Practices

The conservation practices recommended and followed in Bhagyanagar area were conditioned by the nature of the soil, size of holdings and tenancy rights. The cultivators were naturally averse to a major disturbance of their holdings and an inconvenient sub-division of their fields. Most of the soils of the area are alluvial soils. They vary from loam to sandy loam with scattered Kankar layers. The depth of the soil varies from 30' to 40'.

Subject to these and local climatic factors the usual soil conservation practices which were recommended are as given below :

- (i) 0 to 0.5% slope—Daul-bandi or field bunding with simple grass outlet.
- (ii) 0.5 to 2.0% slope—Contour bunding with suitable escapes.
- (iii) 2.0 to 5.0% slope—Terracing and gully check dams.

### Agronomic Practices

Stress on proper agronomic practices is emphasised at all stages. The following are, however, the practices that are usually recommended :—

- (i) Ploughing across the slope.
- (ii) Sowing of crops across the slope instead of along the slope.
- (iii) Mixed cropping.



- (iv) Introduction of erosion resisting crops like Moong, groundnut along with Juar and Bajra, if possible in strips. Usually the strips are based on the following principles depending on the slope of the land and nature of soil.

Serial No.	Slope percentage	Width of erosion permitting crop	Width of erosion resisting crop
1.	1%	72 ft.	12 ft.
	2%	72 ft.	24 ft.
	3%	72 ft.	36 ft.
2.	1%	150 ft.	30 ft.
	2%	80 ft.	20 ft.
	3%	45 ft.	15 ft.

### Planning a Soil Conservation Project

It is necessary to emphasise at the very outset that for the specific guidance of all concerned a comprehensive plan for soil conservation measures is prepared based on careful survey. The more complete and thorough is the plan, the less are the chances for confusion and misunderstanding among the field workers.

The programme is planned on a self-defended water shed basis giving a compact block for action. Before selecting a block the cultivators are approached and prepared for the programme. Extension techniques like audio-visual-aids and sight-seeing trips have been organised for giving them an idea about the measures and inspiring them into activity.

### Government Contribution in Soil Conservation Work

Since the whole programme is a community programme, the work is mainly and primarily done by the people in their own fields. It is the farmer who constructs bunds and the total cost of any or all operations done under the programme has to be borne by him. The soil conservation workers survey the area, make the plans and guide him for various operations. This technical guidance is free to the farmers.

Cultivators have the facilities to take loans according to their capacity for this programme too as for other development activities. In case of Pucca constructions 33% subsidy is given to individual cultivators and 50% for the community work.

The programme is gaining momentum in the villages even without enforcing Soil Conservation Act. The cost of construction of soil conservation measures has been cheaper in comparison with other states and comes hardly to 25 to 30 rupees per acre.

In order to make the people conservation-minded and to complete the programme in real sense, it is essential to educate them in conservation activities. To achieve this, soil conservation education study programme in 37 soil conservation villages has also been started recently. Short lessons, conservation slides and flannelgraphs have been prepared to show the cultivators through simple and effective devices the different ways of controlling erosion.

It may be mentioned that village level workers trained in soil conservation are working as Government servants. They were adequately equipped for survey, etc. Superior technical guidance by the Assistant Development Officers and subject-matter specialists is provided as required and is not charged for. In other words technical guidance and advice is free to the cultivators though it has been estimated in the figures given earlier.

### Annexure No. 1

#### PEOPLE'S CONTRIBUTION IN SOIL CONSERVATION WORK DONE IN BHAGYANAGAR PROJECT

1. Area covered by soil conservation measures—till June 1957	.. ..	..	5,600 acres
2. Estimated expenditure on the area covered	..	Rs. 1,12,000	
3. No. of people involved	.. ..	..	1,207
4. No. of people who received loans	.. ..	..	191
5. No. of people who received subsidy	.. ..	..	22
6. Loans advanced by the Government	.. ..	Rs. 27,115/-	
7. Amount of subsidy granted	.. ..	Rs. 1,022/-	
8. People's own share	.. ..	Rs. 1,10,978/-	



## Annexure II

### PROGRESS OF SOIL CONSERVATION WORK DONE IN PILOT PROJECT BHAGYANAGAR FROM DECEMBER 1952 TO MARCH 1957

Item of work	Achievements During					Total achievement so far till June 1957
	1952-53	1953-54	1954-55	1955-56	1956-57	
1. Area covered through soil conservation measures	10.90 Acs.	140.0 Acs.	450.00 Acs.	2746.48 Acs.	2337.83 Acs.	5684.31 Acs.
2. No. of check dams	1	12	26	119	78	236
3. No. of strip cropping demonstrations	—	10	30	110	50	200
4. Pucca escapes	2	—	3	3	4	12
5. Plantations and Sowings of bunds :						
(a) Babool	250'	400'	800'	17673'	—	19123'
(b) Castor	—	600'	11192'	26925'	73450'	112167'
(c) Blue panic	500'	2000'	4497'	12220'	19877'	39587'
6. Afforestation	—	—	—	30.3	11.25	41.75 Acres

## CONSOLIDATION OF HOLDINGS IN U.P.

Uttar Pradesh is mainly an agricultural State and about 70% of the population lives on agriculture. This intense pressure on land has resulted in making the holdings of the tenure holders very small and scattered. In the western districts where the density of population is comparatively smaller, average size of a field is about two to three plots to an acre whereas in district Basti in the east, with a much greater density of population, the average number of plots to an acre is 11 to 12. The smallness and scatteredness of the fields is a great stumbling block in the way of agricultural planning and development. It is agreed on all hands that agricultural production cannot be raised to any considerable extent without remedying this situation. Consolidation of Holdings is the obvious solution.

This problem has existed in this State since long. As early as 1921, it was examined by the Government and a resolution was passed in the year 1924 to the effect that while Government were anxious to introduce consolidation wherever possible, in their opinion the country was still a long way from the stage at which compulsion could be introduced. Consolidation was therefore at first attempted through Cooperative Societies. The initial difficulty in this scheme was that it was confined to the members of the societies only and nothing could be done to the holdings of the non-members with the result that the consolidation of an entire village was the exception rather than the rule. The procedure was lengthy and dilatory. Disputes were referred to arbitration and in actual practice took years to decide.

In the year 1939-40, a Consolidation of Holdings Act was enacted. The activities of the Cooperative Department also continued side by side. Through this enactment, partial compulsion was introduced in as much as consolidation of a village was undertaken on the application of the proprietor of the village or a Mahal or of the cultivators of more than one third of the cultivated area of the village. Consolidation under this scheme too did not make any great headway and had to be gradually abandoned.

The following reasons are attributed for the failure of 1939 C.H. Act :

1. No separate department was created for centrally administering the scheme and laying down uniform policy. Similarly, at the district level a few special workers were employed for implementing the scheme, but otherwise the existing revenue agency took up the work with the result that it could not devote sufficient time to it.
2. Factors which hinder consolidation e.g. party factions, scattered and interspersed holdings etc. were not considered in the selection of villages for the scheme. At a later stage it was therefore found that the scheme cannot be successfully implemented.
3. The records of rights of the villages were generally far from accurate and proper attention was not paid to the correction of records before the actual consolidation of holdings began.
4. The consolidators made the allotments empirically and in their efforts to reduce the number of blocks allotted to each cultivator, they destroyed their self-sufficiency and thus made the scheme unpopular.

5. The staff did not take the tenure-holders into confidence and particularly ignored the soil classifications made by the Settlement Officers, which are generally recognised in the village. In fact, they worked on ordinary classes of soil and introduced arbitrary rates in the areas in which panchayat system was tried.
6. Consolidation was done everywhere as an experimental measure and consequently lacked the vigour and determination which should ordinarily be the foundation of all work aimed at the betterment of the people.
7. The staff appointed for this work had not received any previous training. It was far from satisfactory and was not properly supervised by the District Officer.

While framing the Consolidation of Holdings Act 1953 all these points and many others were given due consideration. The time had come when the scheme had to be made compulsory in the interest of the country. Consolidation, as defined in the Act, is the rearrangement of holdings between tenure-holders in such a way as to make the holdings held by them more compact. Our Consolidation of Holdings Scheme is a very comprehensive scheme of village reconstruction and development besides the correction of records and re-arrangement of holdings.

The Government, no doubt, selects the particular area for starting the scheme without consulting the tenantry of that area but provisions have been made in the Act to consult the tenantry in general and the consolidation committee in particular at various stages of the implementation of the scheme. Land is set apart for public purposes such as pathways, pasture land, graveyard, cremation ground, khalian, manure pits, plantation, schools, panchayat ghar, and extension of abadi etc. This will facilitate the planned development of the village, in future. Acquisition of land for all such purposes in the normal course is always difficult. In the Land Acquisition proceedings only few tenure-holders will be affected and others will escape scot-free. As the benefit will be enjoyed by all equally, the result will be a great resentment among those who will be necessarily affected. The acquisition through the consolidation proceedings will be hardly perceptible as rateable deductions will be made from all in proportion to the size of the individual holding.

As a first step, an intensive checking and partial of the condition of the land records is made. The initial partial is done by a consolidator and checked by the Asstt. Consolidation Officer.

All possible mistakes are detected and corrected. An effort is made to reconcile as many disputes as possible. At every stage of the work the tenure holders are associated with it and they are previously informed of the work to be done in the village. Most of the disputes and cases are decided on the spot.

Even this has not been regarded as sufficient. A provision has been made to issue extracts of all important records and statements to the tenure-holders to enable them to file objections.

After the records have been duly corrected and brought upto date, the principles on which the consolidation scheme is to be based are formulated in consultation with the consolidation committee of the village. Thereafter proposals are framed by the Asstt. Consolidation Officer and that too after consulting the individual tenure-holders and enquiring from them their graded preferences. All efforts are made to accommodate the wishes of the tenure-holders as far as possible. Special consideration is shown to the small tenure-holders and they are accommodated as far as possible, nearest to their abadi.

The basis of the exchange of land is not the market value of the land but the rental value which is calculated by multiplying the area of each plot by the sanctioned hereditary rent rates fixed in the last settlement or the revision of records. Where no sanctioned rates are available, the Settlement Officer (Consolidation) is authorised to determine such rent rates in the prescribed manner. To ensure the correct determination of the rent rate, the Assistant Consolidation Officer has to inspect each plot in order to assess whether the productive capacity of any plot has improved or deteriorated due to various reasons. Wherever any such thing is detected, the soil class of the plot is suitably up-graded or down-graded. This work is so important that the rules are being amended to entrust it to the consolidation officers themselves.

Equal importance is attached to the next step which is that of block formation. The blocks do not exceed three in number. Generally they consist of the best, the average, and the poor quality of land.

Confirmation of the statement of proposals and the delivery of possession to the tenure-holders completes one stage of the consolidation scheme. The Assistant Consolidation Officer has been armed with powers of contempt, resistance and the like as are exercised by the Civil Court in matter of the delivery of possession. Then comes the final stage of the scheme which envisages the preparation of upto-date new revenue records under section 27 of the C.H. Act. Detailed rules exist as to the manner in which the new maps and records have to be prepared. To avoid future litigation, finality has been given under the Act to the entries made in the final consolidation records.

To ensure the effective implementation of this scheme intensive special technical training has been imparted to the staff working therein. At the head of the organisation is the Director of Consolidation who has full administrative control over the staff and under section 48 of the C.H. Act exercises powers of revision to set right any illegality or irregularity committed by the subordinate staff. To assist him there are Deputy Directors at the headquarter. As the revenue records are always required by the consolidation authorities and also by the revenue authorities in their respective work, an effort has been made to eliminate the natural conflicts and rivalries. The office of the Settlement Officer (Consolidation) and that of the sub-Divisional Officer and sub-Divisional Magistrate has been merged so that the Settlement Officer (Consolidation) in his capacity as S.D.O. and S.D.M. has full control over the tehsil staff and also over the Police. The District Officer has also been associated with the scheme and has been appointed as ex-officio Deputy Director and certain powers of the Director e.g. under section 48 of the Act have been delegated to him. Also the District Officer has full administrative control over the staff working in the district. He is the appointing authority for the consolidators and all other clerical and ministerial staff in the district. He exercises this control through the Settlement Officer (Consolidation). The Consolidation Officer is a gazetted officer enjoying the rank of a tehsildar while the Assistant Consolidation Officer has the rank of a Naib-Tehsildar. The Assistant Consolidation Officer is the pivot of this scheme and the Consolidation Officer has to effectively supervise his work. The Settlement Officers (Consolidation) have been provided with a vehicle each to facilitate their frequent visits in the interior in order to hear various appeals and also effectively supervise the subordinate staff working under them.

Any one will hardly disagree that the actual implementation of the consolidation scheme is a very difficult job. At every stage special administrative skill and tact is required. Any effort to make the operation of the scheme mechanical is bound to fail and the officials working in this scheme have always to be thoroughly human in their outlook. The greatest difficulty is the psychological

attachment of the tenure-holder to the land which is under his cultivation. In spite of the fact that he realises the benefits which will accrue to him after his scattered fields have been consolidated at one or two places, the fear of the unknown comes to the fore-front when the time of the actual exchange arrives. Special efforts have been made to educate the tenure-holders but age old ignorance and illiteracy always bring before his eyes the imaginary defects of the land allotted to him.

Quite a lot of them do not take active interest at the various stages of the work and fail to file objections within the period of limitation prescribed by the Act. The result is that at the time of the formation of chaks many difficulties crop in. In many a case, a tenure-holder is found to be joint in various holdings with other tenure-holders. Many of them fail to file partition applications with the result that in actual practice they get many more than three chaks. To remedy this defect a provision for compulsory partition has now been made in the Act.

In spite of the training imparted to the staff, the shortage of suitable hands fully equipped for this job, mentally and otherwise, has always been felt. In the beginning retired hands were employed but they did not come up to the expectations. Their services had to dispense with. Now with the passage of time and through the process of elimination and selection, suitable persons have been appointed on important posts. The efforts to train and educate the tenure-holders have continued and the experience of the staff has also helped a lot in making the tenure-holders less unreasonable.

At present this scheme is in force in 26 districts of the Uttar Pradesh ; in 3,858 villages having 3,55,403 tenure-holders with 36,76,901 plots, 5,91,964 chaks have been formed.

It may not be out of place to briefly describe the special features of the Act and the Rules :—

- (i) It is not left now to any particular officer or the cultivators to select a particular village for the implementation of the scheme. This selection is done by Government itself and the scheme is enforced generally in one tehsil in a district at a time by issuing a notification in the Government Gazette to that effect under Section 4 of the Act.
- (ii) With effect from the date specified in the notification the work relating to the preparation and correct maintenance of the annual records stands transferred to the Settlement Officer (Consolidation) and through him to the Consolidation staff.
- (iii) Grove lands and land subject to fluvial action and soil erosion have been excluded from the scheme of consolidation. Land managed by Gaon Samajs except pasture lands has also been excluded from the purview of consolidation.
- (iv) The Asstt. Consolidation Officer, who is the pivot of the scheme has to carry out the work in close association with the representatives of the residents of the village. A consolidation committee duly representing all the interests in the village is set up and the Asstt. Consolidation Officer has to consult this committee on every vital matter right from the start upto the end. He has to take into consideration the advice tendered by the consolidation committee and generally accepts it. In cases of disagreement he has to refer the matter to the higher authorities for orders. This officer has, however, not been given powers to finalise anything at any stage.

His orders and proposals are subject to objections and appeals preferred against them and the decision of the higher authorities thereon.

- (v) Before the actual consolidation proposals are drawn up, a statement of principles containing details of the manner in which the actual consolidation proposals will be drawn up in respect of a particular area is prepared by the Asstt. Consolidation Officer in consultation with the consolidation committee. Actual proposals for the formation of chaks are framed by him in active consultation with the consolidation committee.
- (vi) Not only the Asstt. Consolidation Officer but the Consolidation Officer and the Settlement Officer (Consolidation) have also to remain in close touch with the village in which operations are under way. They are required by law to pass orders on objections and appeals etc. only after inspecting the locality.
- (vii) In order to avoid long drawn out litigation, disputes involving a question of title are referred for final decision to an Arbitrator who is either a Civil Judicial Officer or an Asstt. Collector 1st class of not less than 5 years standing.
- (viii) Jurisdiction of the civil courts has been ousted in respect of such matters that are raised or that could be raised before consolidation authorities under the provisions of this Act.
- (ix) Presumption of finality and conclusiveness is given to the entries in the record of rights prepared during the concluding stage of the operations so as to save the people from future litigation.





## ROLE OF CO-OPERATIVE LAND MORTGAGE BANKS IN THE AGRICULTURAL ECONOMY IN THE ANDHRA PRADESH

### Introduction

Long-term credit is available to the agriculturists in the Andhra Pradesh through co-operative land mortgage banks registered for the purpose. The structure of land mortgage banking in the State consists of the two tiers: (1) primary land mortgage banks at the base, generally at the taluk level, and (2) a federation of these banks, i.e., the Central Land Mortgage Bank at the State level.

### Primary Co-operative Land Mortgage Banks

*Objects, constitution and working:* Generally, the area of operation of a bank is limited to one revenue taluk in the delta area and to two and sometimes three taluks in the upland (dry) areas. There are at present 70 land mortgage banks in the Andhra Pradesh.

The objects of primary land mortgage banks are "the promotion of the economic interests of their members and more particularly, to arrange for funds to be lent to their members on mortgage security for (1) the redemption of mortgages on agricultural land, (2) the improvement of agricultural land and of methods of cultivation, (3) the discharge of other prior debts, and (4) the purchase of land in special cases so as to enable the *ryot* to round off his holding and work it more economically." Any person owning agricultural land within the area of operations of a primary land mortgage bank can become a member and obtain loans from it on the security of his land. The funds required for the purpose are raised by way of shares from members and borrowings from the Central Land Mortgage Bank to which primary land mortgage banks are affiliated. A member has to subscribe to the shares to the extent of 5 per cent of the loan he takes.

The management of a primary land mortgage bank vests in a Board of Directors consisting generally of nine members elected by the share-holding members. The Board elects a president, a vice-president, a treasurer and a secretary. A primary land mortgage bank with a loan business of Rs. 4 lakhs and more has to employ a full-time, paid secretary. The services of the members of the Board as well as of office-bearers are gratuitous.

The maximum loan that could be advanced by a land mortgage bank to any individual member is provided for in its bye laws. Generally, it is Rs. 15,000/- in the case of banks serving delta areas, where there is a certainty of raising at least one crop a year, and Rs. 10,000/- in the case of banks operating in other than delta areas. Loans are given on the *first* mortgage of unencumbered agricultural land. On receipt of an application for a loan, the supervisor of a primary bank makes a preliminary enquiry, inspects the land and reports on the suitability of the application, obtains an encumbrance certificate for 24 years and secures all the documents required to prove the title of the applicant to the land offered for mortgage. The opinion of the legal adviser regarding the title of the applicant to the hypotheca is obtained and the loan case is then sent to the Cooperative Sub-Registrar (land valuation officer of the Co-operative Department) trained specially for the work. The valuation is made by him after personal inspection of land with reference to the sales statistics. Statistics of sales of the

lands adjoining the hypotheca during the pre-war period (1938-40) and the post-war period (1946-50) are taken into account and the average price per acre in the pre-war and post-war periods is worked out and the mean of the two averages is arrived at. Again, the most relevant pre-war sale is selected and 40 per cent of it is added to it. The price per acre so arrived at is compared with the mean of the pre-war and post-war rate per acre and the lower of the two prices is adopted for the purpose of valuation.

As the lands hypothecated to the bank constitute the sole security from which the loan is to be recovered, they are inspected and revalued annually to ensure that they have not changed hands, that there are no further encumbrances on them, that they are being regularly cultivated, that they have not deteriorated in value impairing the security for the loan advanced. If there is any fall in value, the deficit is to be made good by additional security.

The work of land valuation officers is controlled by Gazetted officers of the Government (Deputy Registrars for land mortgage Banks) who are responsible to the Registrar and are under his control. The Cooperative Sub-Registrars for land mortgage banks receive special training in land mortgage banking. Training in land records and survey, inspection and valuation of land, etc., is given to them for 4½ months before they are put on this work.

### **Legislative Privileges and Facilities**

*How law helps land mortgage banks:* To facilitate and develop land mortgage banking, separate legislation for cooperative land mortgage banks was passed to supplement the provisions of the general co-operative societies Act. To ensure prompt recovery of loan instalments, provision has been made in the Land Mortgage Banks Act, to distrain standing crops or produce from the hypotheca and to recover the overdue instalments within twelve months from the date they fall due. Provision has also been made to bring the hypothecated properties to sale and to recover the entire loan amount without the intervention of a Court of Law after giving notice and following the prescribed procedure.

### **Andhra Co-operative Central Land Mortgage Bank**

#### **The role it plays:**

Land Mortgage Banking in Andhra and in the rest of the old Madras State received an impetus with the organisation of an Apex Land Mortgage Bank in December, 1929 (the Madras Central Land Mortgage Bank) which served as the apex bank for long-term credit for the composite state of Madras comprising the present Madras and former Andhra States. On the eve of the formation of the Andhra State in October, 1953, the Andhra Co-operative Central Land Mortgage Bank was organised and the assets and liabilities of primary land mortgage banks in the Andhra State were transferred to it. The Central Land Mortgage Bank is managed by a Board of 14 Directors of which the Registrar of Cooperative Societies is an ex-officio member. The Registrar is also the trustee.

### **How do Land Mortgage Banks Raise Funds ?**

The main object of the Cooperative Central Land Mortgage Bank is to finance primary mortgage banks. For this purpose, it raises funds principally by issue of shares and debentures. The bank is authorised under the Land Mortgage Banks Act to float debentures on the security of mortgages and other assets transferred to it by primary mortgage banks. Debentures are thus secured by the mortgages of unencumbered land obtained from borrowers. Debenture-holders have a floating charge on the mortgages and other assets of the bank.

The Registrar of Cooperative Societies is the Trustee for securing the obligations of the Bank to the debenture-holders. The relationship between the Trustee and the Bank is governed by a trust deed executed between the Board of the Bank and the Trustee. Under the provisions of the Land Mortgage Banks Act, the Government of Andhra Pradesh have guaranteed the principal of, and the interest on, the debentures issued by the Central Land Mortgage Bank and in circulation upto a maximum of Rs. 550 lakhs. By virtue of Government's guarantee, the debentures are Trustee securities (under Section 20 of the Indian Trusts Act) in which trustees may deposit funds. They are also *approved* securities under the Insurance Act 1938, and the Banking Companies Act, 1948. It is this guarantee that has, in a great measure, inspired confidence amongst investors and enabled banks to secure money at a reasonable rate of interest.

To ensure due repayment of debentures on maturity, the bank has constituted sinking funds in respect of its debenture liability, into which annual payments are made out of the collections received on the mortgages. Sinking funds are invested in Government and other trustee securities.

### **For what Purposes Land Mortgage Bank Lends ?**

In the first decade of their existence, land mortgage banks disbursed the bulk of their loans for repayment of prior debts of farmers who were badly hit by the economic depression of the thirties. The post-war high level agricultural prices, grow-more-food campaign, insistent need for increased agricultural production and in consequence, for land improvement and better land use and for improved farming methods have had their reactions on land mortgage banks. The Cooperative Central Land Mortgage Bank has entered a new phase of economic endeavour and reoriented its loan policies and procedures and assiduously and deliberately addressed itself to the task of *productive loaning*. Large scale and minor irrigation works, schemes of hydro-electric power have been undertaken by Government and have been or are being completed. In consequence, there is imperative need for bringing large areas of dry land under irrigation and for promoting agricultural development; again, more intensive methods of agricultural production and farming are being undertaken in the community project and National Extension Service areas. As a first step in this direction, the Central Land Mortgage Bank instructed primary land mortgage banks to give priority to applications for loans for productive purposes. Loans for over Rs. 5,000 are sanctioned only if they are required for land improvement and development. Thus the recommendations of the All-India Rural Credit Survey Committee, that land mortgage banks should give first priority to applications for loans for land improvement, reclamation and development of land, purchase of agricultural machinery and equipment and other productive purposes and that applications for amount in excess of a specified amount should not be entertained unless the loan is for agricultural development, have been and are being actively implemented by land mortgage banks. In particular, land mortgage banks have been promoting and encouraging loans for the following Productive Purposes :

- (a) Sinking of irrigation wells (inclusive of filter-point tube-wells);
- (b) repairs to, or construction of, tanks for agricultural purposes ;
- (c) purchase of oil engines, electric motors or pump sets ;
- (d) levelling or bunding of lands ;
- (e) conversion of dry land into well land ;
- (f) purchase of tractors or other agricultural machinery ;
- (g) increase of productive capacity of land by addition to it of special varieties of soil or manures ;

- (h) raising of fruit gardens ;
- (i) construction of *pucca* farm houses, cattle sheds, tobacco barns, sheds for processing agricultural produce like sugar-cane ;
- (j) purchase of machinery like cane crushers, furnaces for jaggery making ;
- (k) any other purpose which aims at the development or improvement of land and its increased productivity ; and
- (l) discharge of prior debts incurred for any of the above purposes, provided the debt was incurred and the land improvement effected within such reasonable time before the application for the loan as to make available adequate proof that the improvement in question was the purpose of the debt.

The land mortgage banks have undertaken educative propaganda by issue of pamphlets in the regional language bringing to the notice of the agriculturists the benefits of effecting land improvements. As a result of this sustained drive, land mortgage banks in the former Andhra State have succeeded, in an increasing measure, in financing land improvements and better land use. The following table is evidence of the increasing appreciation of the utility of productive loans :

Period	Total loans issued	Loans issued for productive purposes by primary banks including loans for repayment of prior debts incurred for productive purposes		Percentage
		<i>Rs. in lakhs</i>	<i>Rs. in lakhs</i>	
5-9-53 to 30-6-54	43·33		15·71	36·26
1-7-54 to 30-6-55.	48·41		31·87	65·84
1-7-55 to 30-6-55.	60·13		49·40	82·16
1-7-56 to 30-6-57.	70·91		64·59	91·09

In regard to loans for land improvement, the bank has prescribed a procedure to ensure proper utilisation. Where a loan is required for sinking of wells, levelling, bunding or other earth work, the estimated cost as furnished by the borrowers is checked by the directors of the primary land mortgage bank and verified by the Cooperative Sub-Registrar with reference to local rates. Wherever possible, the advice of a technical man like an overseer or an engineer is obtained. Where a loan is required for purchase of oil engines, electric motors, tractors and other machinery, quotations are obtained from reputed firms to facilitate counter-check of the loan amount applied for. In the case of other improvements, the amount is disbursed in one or more instalments, the final instalment being paid after a certificate is obtained from a director of the bank that the work has been completed. Where an application is made for repayment of a prior debt, enquiries are made by the directors and the Cooperative Sub-Registrars as to the purpose for which debts were originally utilised. Applications for repayment of debts originally incurred for wasteful purposes are summarily rejected.

## How Can Land Mortgage Banks Finance New Project Areas ?

In this State, vast areas are being brought under irrigation (for instance, Tungabhadra Project). The lands coming under such irrigation projects require long-term finance for reclamation and development. The State Government have agreed to entrust the issue of long-term loans in specified zones of the project area to the Andhra Cooperative Land Mortgage Banks and to guarantee, for a period of four years, the difference between the actual amount advanced by land mortgage bank for reclamation and the amount of loan that could normally be sanctioned by the banks according to current methods of valuation. Government have desired that the rate of interest to the ultimate borrower should be  $5\frac{1}{2}\%$ , that is, the rate charged on *taccavi* loans. The scheme could not be worked as the rate of interest demanded by the Government of India for provision of funds for the purpose is as high as  $4\frac{1}{2}\%$ .

### Period of Loans and Rate of Interest

The period of loans till very recently was 20 years in all cases. But it is now being limited generally to 15 years, because of the increase in income from land. The period of loans is now more closely related to the purpose of loan and the repaying capacity of the borrower.

The rate of interest on loans is regulated with reference to the rate of interest paid by the bank on its debentures. At present the ultimate borrower is charged 7%.

### State and Co-operative Land Mortgage Bank

There is hardly a field of co-operative effort which has received so much of the State's attention, interest, financial aid and support as the land mortgage banking and its remarkable progress is evidence of how fruitful partnership between Government and co-operative organisation can be. It has already been stated that Government have generously extended guarantee (for Rs. 550 lakhs) in respect of both principal and interest on debentures. Government have provided independent staff for appraising the value of lands and for inspection of primary land mortgage banks. During the infancy of these banks this staff was provided free of cost, but now half the cost of the valuation officers and their peons and the full cost of the Deputy Registrars and their establishments recovered from the Central Land Mortgage Bank. The mortgages executed in favour of land mortgage banks by their members are exempt from stamp duty, but registration fee is payable by certain categories of borrowers. To enable the Co-operative Central Land Mortgage Bank to finance primary banks till debentures are floated, Government provide the bank with temporary accommodation. Such accommodation is about Rs. 50 lakhs a year and is repayable in nine months at half per cent below the bank rate.

### Land Mortgage Banks' Programme in the Second Plan Period

In the wake of the recommendations of the All India Rural Credit Survey that the loan policy should be reoriented in order to promote loans for improvement, development and reclamation of lands, purchase of agricultural machinery and equipment and other productive purposes in the Second Plan period and of the need for increased agricultural production, land mortgage banks have drawn up a rather ambitious loan programme as shown below :

Year.	Rs. in lakhs.
1956-1957	83
1957-1958	105
1958-1959	133
1959-1960	172
1960-1961	230

The development programme aims at an increase in the number of primary land mortgage banks and in the volume of business. Provision has, therefore, been made for the employment at the primary level of additional supervisors, 50 per cent of the cost being met by the Government and the balance by the banks themselves. It is proposed to provide for the appointment of additional valuation officers (Co-operative Sub Registrars) a Deputy Registrar (to control and regulate their work) and a liaison officer (of the grade of a joint Registrar) for closer co-ordination of effort in this particular field between land mortgage banks and Government Departments such as Agriculture, Public Works and Electricity Departments specially in the National Extension Service and Community Development Blocks and for formulation of more balanced, prompt and satisfactory measures and arrangements for the provision of long-term capital for land improvement and improved farming and increased agricultural production. Land Mortgage Banks have a task to fulfil in our developing agricultural economy and with greater imagination, effort and coordination, they can fulfil it.



## WORKING OF THE COOPERATIVE LIFT IRRIGATION IN BOMBAY STATE

In June 1949, Government sanctioned a scheme of financial assistance to cooperative societies undertaking Lift Irrigation Scheme to encourage the "Grow More Food" campaign. Under the scheme cultivators interested in forming Lift Irrigation Scheme could collect together and decide to group together their lands for the purpose of irrigation and work the scheme on a cooperative basis by forming a society. Such societies were assisted both by way of loans and subsidies. The scheme has been in force for the last 8 years since June, 1949 and has been continued during the I and II Five Year Plans. The scales of financial assistance have, however, been revised twice. During the second Five Year Plan period it has been proposed to organise 23 new schemes with an area of 4,600 acres in the residual Bombay State. In the Second Five Year Plan period, it is proposed to complete all the part-complete schemes and provide for certain additional facilities to the societies existing as well as new ones and also for certain additional establishment, both technical and administrative, to ensure adequate and efficient supervision and guidance for the Cooperative Lift Irrigation Schemes.

The scale of grant of financial assistance to the Cooperative Societies undertaking lift Irrigation Schemes during the period is as follows:—

- (a) Loans to the extent of 50% of the capital cost of the schemes on long term basis returnable in 15 years.
- (b) Subsidies to the extent of 25% of the capital cost of the schemes.
- (c) Additional medium term loans to the extent of 15% of the cost of the scheme to serve as working capital for the schemes returnable in 5 years.
- (d) Subsidies to the extent of Rs. 900/- during the first year and Rs. 450/- for each of the 2nd and 3rd years respectively towards the cost of Secretary-cum-Driver appointed with the approval of the Registrar.

The Lift Irrigation Scheme which availed of the financial assistance under Government Resolution, Revenue Department No. 10984/45, dated the 2nd June 1949, are given the benefit of the additional loans for working capital and these schemes sanctioned under Government Resolution, Development Department, No. CSL-1653-D, dated the 18th December, 1953 are given the option to choose the present scale of financial assistance proposed for the new schemes, if they so desire.

The financial assistance is regulated on the basis of the plans and estimates drawn up by the technical experts of Government viz.: The Agricultural Engineer to Government, Bombay State, Poona-5, in respect of the mechanical part of the scheme and the Executive Engineer of the Public Works Department in respect of the civil portion of the scheme and the necessary certificate of feasibility, progress and completion of the schemes issued by them. On the receipt of the final feasibility certificate from the Agricultural Engineer and on an application from the society, 60% of the amount of loan and subsidy sanctioned is disbursed. On receipt of the progress certificate certifying that the amounts already disbursed are utilised a further disbursement of 20% of the sanctioned amounts of loan and subsidy is disbursed to the societies only on receipt of the

completion certificate both in respect of the civil and the mechanical portions of the schemes, subject to the costs certified as reasonable in the completion certificate.

When the scheme was first started the collection of the particular amount of share capital was not being insisted upon, and societies were being registered even with a meagre share capital which in some cases was as low as 2 to 3% of the capital cost of the schemes even though it was generally indicated to the societies that share capital to the extent of 10% of the cost of the schemes consisting less than Rs. 1 lac and 20% over 1 lac should be collected by them for enabling them to complete their scheme expeditiously without financial hindrance. Such relaxation had to be allowed in view of the special circumstances of food scarcity then prevailing and the urgent need to enhance food production by, among other measures, provision of irrigation facilities. In course of time, it was found that the societies could not or did not collect the requisite share capital of 10% or 20% as the case may be depending upon whether the schemes undertaken by them were estimated to cost less than a lakh of rupees or more, though they promised to do so as the execution of the schemes progressed. As a result many of the big such schemes could not be got completed. With the experience so gained it was stipulated in 1953 that the societies should collect a minimum of 33⅓% of the capital cost of the schemes by way of share capital. This was, however, too much to be expected from the cultivators who as a class were men of extremely limited means. With the reduction in the scale of financial assistance for the schemes, and the insistence of collection of a minimum share capital of 33⅓% of the cost, the number of new schemes coming up dwindled. Government, therefore, on reconsideration, revised the conditions for grant of financial assistance. At present the promoters are required to collect only 25% of the capital cost as share capital, which they can do in two stages viz. 15% collection before registration of the society and the remaining 10% before availing of the Government financial assistance. As all the financial assistance granted towards capital cost of the schemes as well as their own share capital is required to be spent in completion of the schemes additional medium term loans to the extent of 15% of the capital cost are proposed to be given to these societies to serve as working capital. Registration of L.I. Societies was at its peak up to 1951-52 but thereafter the pace has been slowed down and number of societies registered during the last 3 years hardly comes to 10.

The difficulties in the way of speedy execution and completion of these schemes were and continue to be many. The schemes were first being investigated by the Engineering Section of the Agricultural Department. But after a short time the Civil staff of the Engineering Section of the Agricultural Department was transferred to Public Works Department. Owing to closing down of the special divisions of the minor irrigation works the Department had to look after the work of investigation and preparation of plans and estimates of schemes on river, wells, nallas, etc., in addition to their own work. The preparation of plans and estimates of schemes on wells were and are being prepared by the Agricultural Engineer to Government, Bombay State, Poona, with the help of his staff. With the entrusting of the work of investigation, preparation of plans and estimates etc., of the schemes on rivers and nallas to the Public Works Department delays in investigation etc., started as the District staff on the Public Works Department could not cope with this additional work. Finally in 1952, four special sub-Divisions were created to attend to this special sub-Division, one was later on closed down because of insufficient work and three are working at present and are stationed at Ahmedabad, Poona and Miraj. These three sub-Divisions are looking after the civil work of the Cooperative Lift Irrigation Schemes in entirety and the regular staff of the Public Works Department in districts has been relieved of this work. In executing the schemes, the societies were and even now are not able to get sufficiently experienced contractors to



undertake the work of the schemes and in many cases when tenders were called they were higher than the approved estimates. In some cases plans and estimates had to be revised according to the requirements in view of the certain data accepted as basis of these estimates not being actually found existent in the entirety in practical implementation of the schemes. Approval for these revisions had to be taken from the competent authorities which took considerable long time. In some cases the societies on their own responsibility modified the plans, etc., without taking prior permission for the same which resulted in delays or withholding of further disbursements of funds to the societies until a satisfactory explanation or clarification has been obtained. The societies also experienced difficulties in obtaining the necessary materials like cement and iron in time and they had to wait for months together at times to get the hume pipe or the engines etc., which had to be booked sufficiently in advance. Lastly, due to the ignorance and illiteracy of the promoters who had no sufficient drive to see that the execution of the schemes proceeded according to the schedule or due to the fact that the necessary conditions like collection of requisite share capital or offering of the necessary security for the Government loan not being fulfilled, a few of the schemes dragged on for years together without being got completed.

In order to minimise some of the difficulties experienced by the Lift Irrigation Societies, and revival of their working on sound lines, it has been proposed to appoint District Committees comprising of the:—

1. Collector, 2. Assistant Registrar, C.S., 3. The Executive Engineer, 4. The District Agricultural Officer and a representative of the Agricultural Engineer to Government. It is hoped that with the formation of such committees the execution of incomplete schemes would be expedited and the existing societies would be persuaded to take advantage of irrigation facilities to the full extent. The proposals in this behalf are under the consideration of Government.

The aggregate estimated cost of these schemes amounts to Rs. 1,64,69,688/-. The extent of financial assistance made available to those schemes during the year 1956-57 was Rs. 3,28,548/- out of which 1,64,646/- were advanced by way of loans and Rs. 4,23,811/- given as subsidies. The total financial assistance so far made available to these schemes was Rs. 1,48,70,743/- out of which Rs. 57,40,106/- were loans and Rs. 58,71,472/- as subsidies. The Cooperative Lift Irrigation Societies had an aggregate paid up share capital of Rs. 23,79,768/- and their reserves and other funds amounted to Rs. 26,04,870/-. The total investments of the Lift Irrigation Societies in machinery and other assets were of the value of Rs. 1,03,21,769/-. The investments of other type of societies in Lift Irrigation Schemes is of the value of Rs. 35,92,441/-. In all 558 engines and electric motors of varying H.P. aggregating to 12003 H.P. have been installed and the total area of 21,647 acres was irrigated in the year 1955-56.

Out of the total 289 schemes in the Bombay State 222 schemes have been completed and 67 are yet to be completed. Out of the 67 schemes which are incomplete 27 are already completed and some of them have started working though the completion certificates are awaited or some minor items have remained to be completed. Some of these societies are however experiencing difficulties even to get the minor items remaining to be completed owing to shortage of funds. The rest are in progress of execution or are under the process of being executed.

During the year 1955-56 attempts were made to organise Cooperative Lift Irrigation Societies to take over Government Lift Irrigation Schemes run by the Agricultural Department for the benefit of the agriculturists. 5 of the schemes

namely Manekpur, Umra, Kodod-Tiwa and Miroli have recently been taken over by the cooperative societies to work them.

As regards the performance of the completed schemes about 75% of the agriculturists in the command area are taking the benefit of the schemes and are irrigating about 35-40% of the area of the scheme. Nearly 30% of the schemes are under profit and it is felt that in course of time the area under irrigation of these schemes would increase with the irrigation of lands reaching the optimum.

In the second Five Year Plan period it has been proposed to have only about 23 new schemes with an approximate area of 4,600 acres and consolidate the already existing schemes and improve their working by giving them the necessary guidance in improved agricultural methods etc. In view of the integration of other areas in Bombay State, the target and provisions, therefore, may have to be suitably revised.

It was observed that, though many Cooperative Lift Irrigation Societies have completed their schemes and have started irrigating, the lands are not able to bring the whole of the area under the command of the schemes, under irrigation, and as a result they are finding it difficult to pay Government loan instalment and interest on loan on account of low income derived from the water rates collected by them. This is partly due to the societies not adopting scientific crop plan according to the capacity of engines and availability of water during the different seasons. In the absence of such a plan which could suit the largest number of members, members indiscriminately raise their crops of more than one type at different places and demand water for those crops (e.g. Sugarcane) even though they may be situated at a distance and may affect water supply to other members. The members whose crops are thus affected naturally cannot be enforced to pay any water charges. There is also tendency among some members of lift irrigation societies to keep themselves along and not to take water for irrigating their lands. As a result the society gets low income. In order to overcome the latter difficulty the societies have been advised to split up the water rates into the two components. The 1st component, consisting of fixed charges of expenditure such as depreciation, loan instalment, interest, and management expenses, is to be borne by all the members in proportion to their land held by them, irrespective of whether they take water or not and the second component consisting of direct charges such as expenditure for fuel, oil repairs, and maintenance etc., is to be borne by the only such members, who would draw water for irrigation purposes. In regard to the former difficulty regarding cropping the societies are advised to adopt a scientific cropping plan which could enable them to put the water to the best possible use over the largest possible area. It is hoped that such a method would assure adequate income to the society and it would also be able to pay Government dues regularly and the agriculturist members would also be induced to irrigate more land, as they are required to pay fixed charges irrespective whether he avails of water facilities or not.

In order to safeguard Government investments and interest, the model bye-laws and the mortgage deed provide a clause for compulsory insurance against floods, fire, theft, etc., etc., of the machinery and other properties of the societies. The societies have been advised to insure their properties with All India Cooperative Fire and General Insurance being a Cooperative concern. It is however noticed that the Lift Irrigation Societies are not insuring the properties owing to heavy annual premium and lack of technical knowledge. But with the introduction of split rate system it is hoped that the financial position of the societies would be improved, and they will be able to pay the premiums.

It has been noticed that the Lift Irrigation Schemes are not being executed, according to the plans and estimates prepared by the technical staff as the societies are not getting experienced and qualified contractors and Engineers. It is further noticed that the societies do not complete the scheme within the stipulated period. In order to overcome these difficulties it has been decided to entrust the execution of new schemes to the Public Works Department, which charges 14% as centage charges for execution work of the scheme. The societies will not be able to pay this high charge of 14% to P.W.D. and Government has therefore been moved to sanction 7% of the centage charges as subsidy. Government orders are awaited in the matter.

In order to guide the Lift Irrigation Societies in its working and to give them advice in technical matters, one Deputy Engineer, 5 Mechanical Supervisors and 10 Assistant District Cooperative Officers have been appointed. During the Second Five Year Plan, it has been decided to depute Agricultural Graduates to work as Managers of the large sized completed schemes, to advise the societies in the cropping programme and to educate the Agricultural members in the improved methods of cultivation, for perennial and other money crops etc., etc. It is also proposed to appoint 5 more Mechanical Supervisors to strengthen the existing staff. 3 Deputy Engineers of the Public Works Department are working at Poona, Miraj, Ahmedabad for preliminary investigation, preparation of plans and estimates and for issuing progress and/or completion certificates of the schemes.

## IX

### WORKING OF THE FOREST LABOURERS' CO-OPERATIVE SOCIETIES—BOMBAY STATE

Prior to the year 1947, the Forest Department used to sell forest coups to Contractors by public auction. In April 1947, the then Chief Minister late Shri B.G. Kher announced, at a conference of the Adivasis at Mahalaxmi in the Thana District, the Government's policy of organising Co-operative Societies of Adivasis and other forest labourers with the help of social workers and hand over forest coups to them on reasonable terms as part of a comprehensive programme for the all round advancement of the Adivasis. The objective underlying this policy is that the Adivasis and other forest labourers should not only get fair wages but also the profits out of coups contracts and, further, these co-operatives should progressively take the place of forest contractors.

In order to implement this policy, Government has set up a committee for planning the development of the forest labourers' societies, which consists of the following members :—

1. The Deputy Minister for Forest Labourers' Co-operative Societies—(Chairman).
2. A representative of the forest labourers' societies from Maharashtra area nominated by Government.
3. A representative of the Societies from Gujarat area also nominated by Government.
4. The Chief Conservator of Forests.
5. The Director of Small Industries and Additional Registrar for Industrial Co-operatives.
6. The Director of Backward Class Welfare.
7. The Chairman of the Bombay State Co-operative Bank Limited.
8. A representative of the State Industrial Co-operative Association Limited.
9. A representative of the Bombay Provincial Co-operative Institute.
10. The Secretary to Government, Agriculture and Forests Department.
11. The Secretary to Government, Industries and Co-operation Department.
12. A representative of the Finance Department.
13. The Special Forest Officer for Forest Labourers' Societies—(Secretary).

*Note :—*There also used to be a representative of the Societies from Karnatak area prior to the reorganisation of States.

The functions of the Planning Committee are as under :—

1. To organise and assist in organising Co-operative Societies of Forest Labourers and to co-ordinate their working.
2. To provide for their supervision.
3. To plan for undertaking exploitation of forest coups.
4. To advise the Government in the matter of allotment of coups to the Societies.

The Planning Committee, after taking into consideration the financial position and ability to work coups of the various Societies, recommends allotment of coups to them every year. The Societies are required to be sponsored by any of the sponsoring bodies, which are recognised by Government. There are about 15 such social organisations. These agencies help the organisation of the Co-operatives of the illiterate and ignorant adivasis and other forest labourers and guide them in their work. The Co-operative Department provides funds to the Societies through the Central Financial agencies on Government guarantees.

The Forest Department then allots coups to the Societies in accordance with the formula laid down by Government for the fixation of upset prices of the coups thus allotted. The allotment of coups is made as far as possible by the end of June every year. The upset price of a coup is fixed as follows. The quantity of material that can be extracted from a coup is estimated on the basis of the enumerated trees. The enumeration of trees is done jointly by the Forest Department with the representatives of the Societies concerned. The Forest Department then makes the best estimate of the value of the material in the coups in consultation with the representatives of the Societies concerned. The upset price of the coups is then fixed after deducting from the estimated value of the estimated material, the total operational cost, i.e., the expenditure allowed to the Societies on certain items of operational cost such as extraction charges, transport charges, coups depot expenses etc. in accordance with the standard rates, and a margin of 10% of the total operational cost to serve as net profit to the Societies. The Societies are required to pay to the Forest Department the full price of the coups thus calculated by the 30th June of the following year. At the end of September each year, the estimated value of the estimated material less 10% of the operational cost is checked against the actual realisation from the produce by a Sub-Committee of the Planning Committee and the consequent loss or gain is shared 50:50 between the Society and Government, provided in the case of the loss, the Chief Conservator of Forests certifies that the loss is not due to mismanagement of the Society.

In addition to the above concession, several other concessions in respect of the payment of deposit, extension of time for working in the coups etc. are granted to the Societies. The Forest Department guides the Societies also in the method of exploitation of coups. The Cooperative Department which registers the Societies under the Bombay Provincial Co-operative Societies Act, 1925, ensures that they maintain their accounts properly and distribute their profits fairly.

Statistical information as to the number of societies that have been functioning during the past five years and the A.O. of coups allotted to them is given below:—

<i>Year</i>	<i>No. of societies</i>	<i>No. of coups allotted</i>
1952-53 .. ..	67	151
1953-54 .. ..	73	182
1954-55 .. ..	96	256
1955-56 .. ..	122	309
1956-57 .. ..	163	406

Information regarding formation of the coups, their components, working etc. can be had from the Industries and Cooperation Department.

## PILOT PROJECT IN INTEGRATED COOPERATIVE DEVELOPMENT—U.P.

### Nauranga (KANPUR)

The basis for advancing loans in the credit structure in India has so far been the material assets known as 'Hasiyat' and the shares held by the borrowers without any regard to the production needs or the productive capacity of the borrowers. It has also no integration with production programmes or marketing. The All-India Rural Credit Survey Report released towards the end of 1954 emphasised the need for re-orientation of this view-point.

The main recommendations of the Rural Credit Survey Report aim to provide a functional integration of credit, agricultural improvements, marketing and thrift by:

- (1) Setting up large-sized primary credit societies—the objective being that the Society shall be economically self-sufficient having adequate transactions to permit employment of whole-time staff;
- (2) Loaning to be directed towards production needs and increasing production of the members, and obtaining a broad membership to include small cultivators who are productive;
- (3) Organising marketing societies for linking credit with marketing to provide marketing facilities to the members and to work as agents of the credit society for the recovery of loans advanced by the latter; and
- (4) State participation at all levels of co-operative organisation (primary, central and apex).

The Planning Research and Action Institute prepared a pilot project based on the above recommendations but with some modifications to suit local conditions as early as in May 1955. The Project Committee was formed to scrutinise different provisions of the Scheme and decide the venue of the Project. The Project Committee met from time to time and discussed the details. In October 1955, the Project Committee decided to start the Project at Nauranga by converting the Nauranga Co-operative Block Union into a *Marketing Society* and amalgamating 20 primaries affiliated with Nauranga Union into a *large-sized credit society*. The model bye-laws for the new societies were prepared. Special general meetings were held in December 1955 and the new large-sized credit society (hereinafter called Regional Society) and the Marketing Society were registered with revised bye-laws in the last week of January 1956.

### Regional Cooperative Society

**General Information:** The area of the Society at present covers 44 villages and 24 hamlets containing 3245 agriculturist families and 2127 non-agriculturist families within a radius of 4 miles from Nauranga—headquarters of the Society. There are three kinds of members—Ordinary, Special and Nominal. Ordinary membership is open to all individuals within the area of operation of the Society, Special membership is reserved for State Government. Those who join the Society only for the 'Chit Fund Scheme' are Nominal members.

Shares are of two kinds—'A' and 'B'. 'A' class shares are of the value of Rs. 10/- each and are subscribed for by ordinary members. 'B' class

shares are of the value of Rs. 100/- each and are subscribed for by the State Government—Special member. Nominal members are not required to purchase any shares. They have to pay only an admission fee of Re. 1/- each.

The liability of 'A' class share-holders is limited to 4 times the nominal value of the shares held by a member. The liability of 'B' class share-holders is limited to the nominal value of the shares.

The supreme authority vests in the general body which comprises of all ordinary members and all such representatives of special members as may be serving in the Board of Directors—each member having one vote. The Board of directors consists of elected and nominated directors. The election of directors is on the basis of one director from each village having 50 or more ordinary members. The Board elects its own President and vice-President.

A supervisory committee consisting of five members is appointed in each village or hamlet having a membership of 10 or more than 10 members to preserve and strengthen the constructive features of the traditional village life. It also advises the members on important agricultural practices and guides the Board in fixing the cash credit limits of the members and in the proper utilisation of loans.

A whole-time paid Secretary-Manager appointed with the approval of the District Co-operative Officer conducts the day-to-day affairs of the Society. For 3 years, his cost is not to be borne by the Society.

The functions of the Society provide for meeting the short and medium-term credit requirements of the members. Loans are advanced on the basis of production requirements and production improvement needs. The cash credit limit of a member is fixed once for the year on the basis of the holdings owned by him and the crops he intends to grow during the year. The cash credit limit is, however, not to exceed 1/3rd of the estimated value of the produce likely to be grown in his holdings which is treated as a member's average repaying capacity. Once the cash credit limit is fixed, the member is at liberty to draw upto that limit as and when funds are required by him. The borrower is required to execute a cash credit agreement which also includes a clause binding him to pay back his loan by marketing his produce through the Marketing Society linking credit with marketing. Loans are to be advanced as far as possible in kind and special emphasis is to be paid towards improved utilisation of loans.

Medium-term loans are allowed for periods of 15 months to 3 years for purposes such as purchase of bullocks, milch cattle and heavy implements. For the medium-term loans not exceeding Rs. 1,000/-, the members are not insisted for mortgaging their land. Both credit and medium-term loans are advanced to a member concurrently subject to the total amount borrowed by a member not exceeding 10 times his paid-up share capital.

The non-agriculturist members are advanced ordinary short-term loans.

For unproductive purposes, such as marriages, funerals, etc., loans are to be advanced through the Chit Fund (Mutual help) Scheme. A person who wants loans for such purposes is required to be a nominal member, if he is not already an ordinary member, by paying Re. 1/- as admission fee. He must contribute Rs. 2/- per month or Rs. 12/- every six months. The Society allows 6½% per cent interest on the amounts so received. Out of this amount, half is credited to the member's deposit account and half to a fund called 'Needs Fund' from which loans for purposes noted above are to be advanced.

The Society also works as a Rural Bank and provides facilities for fixed, savings, recurring and home-safe deposits.

There is provision for creation of an Agricultural Credit Stabilisation Fund. It is to be formed out of the dividends declared above a certain level on the shares subscribed by the State Government and the members. The amount in this fund is to be utilised in advancing medium-term loans to those whose crops have been damaged by natural calamities, such as hail-storm, drought etc.

*Progress:* The Project started working in February 1956. It has thus worked for about 1½ years. The progress made till 30-6-57 is, in brief, as given below :—

(1) *Membership and share capital:—*

Class of membership	At the time of amalgamation		On June 30 1956		On June 30 1957	
	Member-ship	Share capital	Member-ship	Share capital	Member-ship	Share capital
Ordinary	No. 983	Rs. 11980	No. 1080	Rs. 13589.50	No. 1325	Rs. 19518
Special	—	—	1	10000.00	1	10000
Nominal	—	—	2	—	4	—

The State Cooperative Bank is the Special member in lieu of State participation. Out of 1325 members, 1114 are agriculturists and 211 non-agriculturists.

The enrolment of new members was encouraged during 1956-57 only in the villages and hamlets falling within a radius of 2 miles—the number of such villages and hamlets being only 30. The total number of agriculturist families in these villages and hamlets is 1708 out of which 795 families i.e. 47% are now under the co-operative fold. At the start of the Project, out of 955 individual members, 345 were such who held less than Rs. 5/- each in their share account, mostly only Rs. 2/- per member. Such members were having no transactions with the Society. Efforts were made to make them active members and by 30th June 1957, the number of such members has been reduced to 266. The Society will be splitted in 5 Societies when the membership is spread up throughout all the villages and hamlets.

(2) *Management:—*Only in 5 villages, the membership is more than 50. The remaining villages and hamlets have been associated into 9 groups. The present Board consists of 15 elected directors. The State Co-operative Bank has nominated three Directors. The average attendance in the meetings of the Board of Directors has been satisfactory. It is felt that by amalgamating the primaries into a large-sized Society, better leadership has been available. 33 Supervisory committees have been formed in different villages and hamlets to help the Board in fixing the cash credit limit of the members, proper utilisation of loans and adoption of improved agricultural practices.

(3) *Loaning activities:—*

(a) *Crop loans:—*A study was made in the villages of the area to find out the average expenditure of cultivation per acre for the purpose of determining credit requirements. In view of this study, the average expenditure of cultivation for different crops has been fixed as below :—

1. Wheat	..	..	Rs. 85/- per acre.
2. Barley	..	..	Rs. 45/- per acre.
3. Gram	..	..	Rs. 24/- per acre.
4. Peas	..	..	Rs. 40/- per acre.



5. Bejhar .. ..	Rs. 35/- per acre.
6. Gojai .. ..	Rs. 65/- per acre.
7. Juar .. ..	Rs. 15/- per acre.
8. Lahi .. ..	Rs. 15/- per acre.
9. Sugarcane .. ..	Rs. 175/- per acre.
10. Paddy .. ..	Rs. 45/- per acre.

In the year 1956-57, the total cash credit limit of the members fixed was Rs. 79,400/-. In the current year, the cash credit limit of the members has been fixed for Rs. 1,48,000/-. Loans are advanced at 7.81 nP. per cent interest. The position of advance and recovery of loans has been as below :—

Period	Amount advanced		Amount due & recovered		Percentage of recovery		Total
	Amount Rs.	No. of persons	through marketing Rs.	In cash Rs.	through market- ing	In cash	
March 1956 to June 1956	4483	72	4215	158	94	3.5	97.5%
July 1956 to June 1957	50585	386	42481	4460	90.5	9.5	100%
July 1957 to August 1957	25796	229	—	—	—	—	—

Improved seed worth about Rs. 32,000/- has also been distributed to the members on sawai and collected by the Society as agent of the Marketing Society.

(b) *Medium-term loans* :—Rs. 20,855/- were advanced as medium-term loans to 133 members during May and June 1956. During 1956-57, Rs. 17,400/- were advanced as medium-term loans. The instalments due for payments in 1956-57 were realised in full—99.5 per cent being through the Marketing Society and only 0.5 per cent in cash from one member. Out of 1,080 members on 30-6-56, 495 were advanced one or the other kind of loan. The rest were not advanced any loans as either they did not need any loan or they were not eligible for any loans—their share money being less than Rs. 5/-.

(4) *Linking of credit with Improved Agricultural Practices* : As the credit can be effective only when it is utilized for maximising the production, attempts have been made to create among the members the habit for more use of compost, chemical fertilizers, improved seeds and implements. The Project area, unfortunately, is not in any active National Extension Service block and, as such, no facilities, as are available to the cultivators in an extension block, were available in this area. An effort has, however, been made in this direction by the project staff. Six varietal and 15 manurial demonstrations were laid during 1956-57. A crop competition for wheat, gram and peas was also arranged in which 56 members participated. The Society started purchase and distribution of agricultural and standard domestic requirements of the members also. During 1956-57, fertilizers and implements worth Rs. 3,054/- were sold to members.

(5) *Mobilisation of Rural Savings* :—One of the functions of the Society is to create a habit of thrift among the members and make the Society stand on its own legs. A start was made by the Society in this direction in October, 1956. Fifty-six home-saves have been issued to the members. These home-saves are opened every month. Rs. 224.81 nP. is the amount received in this Scheme

till 30-6-57. The amount received is obviously very small but the idea is liked by the members.

A 'Bachat Kumbha' scheme has also been introduced. 150 earthen 'Bachat Kumbhas' have been issued to members for depositing their day-to-day savings. (A 'Bachat Kumbha' is a small earthen pot with only a coin-wide slit at the top instead of the mouth, to permit dropping in of coins vertically). The 'Kumbhas' will be opened during the next All-India Cooperative week in the presence of the members of the Society. Two cash prizes of Rs. 10/- each, one of Rs. 15/- and one of Rs. 20/- would be awarded to those who save the highest in the following four categories of members, to serve as incentives :

- (i) Non-agriculturists ;
- (ii) Agriculturists owning upto 10 bighas of land ;
- (iii) Agriculturists owning more than 10 but less than 20 bighas of land ;  
and
- (iv) Agriculturists owning more than 20 bighas of land.

The savings, so received, shall be deposited in the Society as fixed deposit for one year on which  $4\frac{1}{2}$  per cent interest will be allowed.

(6) *Chit Fund Scheme (Mutual help scheme)* :—The Scheme was introduced with a view to meet the loan requirements of the members for non-productive purposes such as marriage, illness, funerals, etc. and also to meet the credit needs of the artisans. The Scheme has, however, not yet caught the fancy of the villagers. As the amount in the Needs Fund is very small, no loans have been advanced so far out of this fund. No group has come forward for an *auction chit* also. To give a fair trial to this Scheme, it is proposed to try it intensively in only one or two villages.

(7) *Profits* :—It was in the year 1956-57 that the Society worked for full one year. The tentative balance sheet of the Society, as it stood on 30th June 1957, shows a profit of Rs. 1,231/-. In a large-sized Society, it is aimed to meet the credit requirements of about 1,000 members. During 1956-57, the Society met the credit requirements only of 495 members.

(8) *Conclusion* :—The working of the Society for about  $1\frac{1}{2}$  years shows that it has got several advantages over the pattern of one village one society. They can be summarised as below :—

- (a) A large-sized Society with 1,000 members can afford to keep a competent paid manager.
- (b) Better leadership is available.
- (c) Party factions are reduced.
- (d) Better supervision and control is possible.
- (e) The integration of credit with improved agricultural practices and marketing is easier in a large-sized society.
- (f) Timely and adequate credit can more easily be provided.
- (g) Chances of *Benami* transactions are minimised.
- (h) Members take loan only when they need them, as they have to walk 2-3 miles for getting the loans.
- (i) The villagers become better informed about the extension services as when they come to the large-sized society's headquarters, they are acquainted with so many things.

### Marketing Society

*General Information* : The area of the Society extends to 84 villages and hamlets which have got Nauranga as their natural market.

There are four classes of members—'A' class membership is open to Co-operative Societies, 'B' class to agriculturists and 'C' class to dealers. The State Government is classed as a Special member. 'C' class members are not eligible for any loans. They have neither any right to vote nor are they entitled to any representation on the Board of Directors. Shares are of three kinds—'A', 'B' and 'C' of the value of Rs. 100/-, Rs. 2/- and Re. 1/- respectively. 'A' class shares can be purchased by the Cooperatives and the State Government, 'B' class by agriculturists and 'C' class by dealers.

The liability of the members is limited to the nominal value of the shares held by them.

The supreme authority vests in the general body consisting of delegates representing 'A' class (affiliated societies) and 'B' class share-holders and such representatives of Special members as may be serving on the Board of Directors. The Board of Directors consists of 12 members elected in the annual general meeting from amongst 'A' and 'B' class delegates and not more than 3 delegates of the State Government. The Board elects its own President and vice-President. No Society is to be allowed any representation on the Board unless it has invested in the Marketing Society an amount at least equal to one-tenth of its share capital.

A whole-time paid Secretary/Manager, appointed subject to the approval of the District Co-operative Officer, conducts the day-to-day affairs of the Society.

The functions of the Society are to provide marketing facilities to the members. It arranges sale of the agricultural produce on commission basis and also provides ware-housing facilities. The members are advanced upto 75% of the estimated value of the produce when they deliver it to the Society.

The produce is then held at the members' option to avoid distress sales. The Society engages in outright purchase in only special circumstances. It also works as an agent of the Regional Society for collecting loans advanced by the Credit Society. It also serves as a marketing, news and information Centre.

*Progress :* The up-to-date position is as below :—

Class of Members	Before conversion		on 30-6-1956		on 30-6-1957	
	Member-ship	Share capital	Member-ship	Share capital	Member-ship	Share capital
'A'	20	9,634/-	1	9,634/-	1	9,634/-
'B'	587	1,315/-	689	1,715/-	957	2,267/-
'C'	—	—	2	2/-	4	4/-

The general body consists of 18 delegates of 'A' and 13 delegates of 'B' class members. The present Board consists of 12 directors elected from amongst the delegates. The State Government, although having subscribed Rs. 10,000/- to the share capital of the Society, has not yet nominated any directors. The matter is receiving their attention. A co-operative supervisor works as Secretary/Manager and is at present paid by the Provincial Co-operative Union.

*Marketing Business :* Marketing business was started on April 17, 1956. The following business was done :

Particulars	April 17 to June 30, '56	July 1956 to June 1957
	Mds.	Mds.
(a) Received on pledge	1923	7459
(b) Direct purchase and sale	300	2015
(c) Sold on commission	1281	6662
(d) No. of persons involved	182	461

7.81 per cent is charged as interest on the advance made against the pledge of goods.

Generally the market rates are comparatively low in the season than a few months thereafter. The members, who had pledged their goods with the Society, therefore, got at an average Rs. 2/- per maund more.

Though there is a provision for appointment of marketing panchayatdars in the bye-laws of the Society, no such panchayatdars were appointed as members of the Supervisory Committees agreed to perform the duties of the Marketing Panchayatdars themselves honorarily. The Society earned Rs. 180/- as commission and Rs. 174/- as profit in direct purchase and sale during 2 months of 1956-57. In 1956-57, it earned a commission of Rs. 1,012/- and a profit of Rs. 667/- in direct purchase and sale. The full year's working (1956-57) shows a net profit of Rs. 800/-.

**Finance:** The Society has purchased 12 shares of Rs. 100 each of the State Co-operative Bank and has been sanctioned by the Bank a clean cash credit limit of Rs. 12,000 and a secured cash credit limit of Rs. 50,000 for marketing operations.

The State Government has invested Rs. 10,000 in the share capital of the Society and has also advanced a loan of Rs. 25,000 for the construction of godowns. The Society has constructed two additional godowns with a storing capacity of 5000 bags.

**Seed Store:** The Society is running a seed store also. The collection and distribution work is, however, done by the Regional Society as its agent. The Regional Society gets Rs. 2.31 nP. per cent as interest on the value of the seed advanced and collected for nine months.

During the year 1956-57, 2065 mds. improved seed was distributed on sawai. The collections were cent per cent and the Seed Store earned a profit of Rs. 8,701/- after paying Rs. 555/- to the Regional Society for distribution and collection of their seed.

**Brick Kiln:** The Society is running a brick kiln. 15 lakh bricks have been prepared during 1956-57. The sales of bricks have, however, been poor. Only 5½ lakhs have been sold during the year.

## DEVELOPMENT OF RURAL INDUSTRIES IN MADRAS STATE

The development of rural industries in the Community Development and National Extension Service Blocks received important attention from the State Government. With a view to developing rural industries on an intensive scale the State Industries Department was strengthened. The administrative set-up of the Industries Department is given below :—

The Director of Industries and Commerce who is generally a member of the I.C.S. or I.A.S., is the administrative Head of the Department and is responsible for the implementation of all programme of policies laid down by Government. Immediately under him there are two Joint Directors, one of whom is in charge of Technical Education and Engineering and the other in charge of small scale industries. To assist these Officers, there are separate Section Officers in the Head Office, in the rank of Deputy Directors each of whom is in charge of the following Industries :

1. Village Industries.
2. Handicrafts.
3. Ceramics
4. Glass
5. Sericulture
6. Small Scale Industries
7. Industrial Cooperatives.

The Deputy Director in charge of village industries is also in charge of the Community Projects schemes and he is assisted by two Technical Officers one for village industries and the other for industries like blacksmithy, carpentry, light metal casting etc.

Besides the above Officers, there are Personal Assistants drawn from the cadre of Madras Civil Service (Executive Branch) to assist the Director of Industries and Commerce on administrative matters and two Accounts Officers on matters relating to accounts. There is also a Propaganda Officer. There are also Instructors at Headquarters for each of the following crafts :

Handicrafts,  
Bamboo and Cane,  
Palmyrah Fibre,  
Blacksmithy,  
Carpentry,  
Wool,  
Leather Goods,  
Ceramics,  
Coir and  
Light Metals.

At the District level, there is an Assistant Director of Industries and Commerce and a District Village Industries Officer for each District. To assist them, there are two Cottage Industries Inspectors, One Senior Inspector of Cooperatives.

With a view to expedite execution of the development schemes included in the Second Five Year Plan, Government have appointed the Director of Industries & Commerce, as Ex-officio Additional Secretary to Government to deal with matters relating to small scale, village and cottage industries development schemes and he exercises functions as follows :

1. In respect of the schemes included in the Second Five Year Plan, he will directly correspond with the Government of India, and the respective All India Boards in consultation with the Finance Department and obtain their concurrence or sanction as the case may be for implementing the scheme.
2. He will take orders of the State Government direct after consulting the Development Commissioner and the Finance Department when necessary in respect of administrative and financial matters relating to the actual implementation of scheme.
3. In respect of schemes relating to the development of industries in the Community Development and National Extension Service blocks, the Director of Industries and Commerce as Ex-Officio Additional Secretary to Government directly corresponds with the Government of India, Ministry of Community Development and other Ministries and also the All India Boards and obtains their concurrence and financial assistance and sanctions the schemes for the implementation.

In the districts, the Community Project Officer (Industries) Erode, and Block Development Officers are in administrative charge of the various industrial schemes sanctioned in Community Project and National Extension Service areas assisted by the Officers of the Industries Department. These Officers will correspond with the Director of Industries and Commerce and Ex-Officio Additional Secretary or on matters relating to the industries schemes. The Community Project Officer (Industries) Erode, who has been appointed to implement the industries schemes in the Lower Bhavani Pilot Project area is under the administrative control of the Ex-Officio Additional Secretary to Government, Industries, Labour and Cooperation (Special) Department.

A State Action Committee has been constituted to coordinate and guide the industrial activities in the Lower Bhavani Pilot Project with the Additional Development Commissioner as Chairman and the Joint Development Commissioner, Director of Industries and Commerce, Registrar of Cooperative Societies, Community Project Officer (Industries) Erode, and the Director, Small Industries Service Institute, Madras, as Members.

The Government has so far sanctioned 108 posts of Extension Officers (Industries) with a view to accelerate the progress in implementing schemes for the development of village and cottage industries in the Community Projects and Community Development block areas. These extension officers are given training in the Small Industries Service Institute and at the Khadi Boards Training Centre at Kallupatti (Madurai District) and they are posted to blocks after successful completion of training. So far 25 Extension Officers have undergone training and posted to Community Projects and Community Development Block areas and 80 candidates are undergoing training. The Director of Industries and Commerce is recruiting candidates for the remaining posts.

### **Lower Bhavani Pilot Project**

In accordance with the recommendations of the Development Commissioners' Conference held in May 1955, at Simla, the Community Projects Administration selected 26 Community Projects as Pilot Project for intensive development of industries in the country. As regards the Madras State, portions of the taluks,

consisting of Gobi, Erode, Bhavani, Dharapuram in the Coimbatore District and Karur in Trichy District have been selected as Pilot Projects. These areas have been selected considering availability of raw material and local skill, existence of communications and transport and its not being a depressed agricultural area which are the conditions precedent for the fruitful growth of cottage and small scale industries.

### **Administrative Set up**

One Community Project Officer (Industries) in the grade of Deputy Collector, who has been specially trained has been appointed. He was until recently, in immediate charge of the several industrial schemes sanctioned and under implementation. After the Project period was over on 30-9-56, the Project was reverted into 6 National Extension Blocks with schematic staff. According to the recommendation of the State Action Committee, the administrative control of the various schemes and of the schematic staff was transferred to the Block Development Officers concerned in the reverted blocks, the Community Project Officers (Industries) exercising overall and supervisory control over the Block Development Officers in respect of the industries schemes.

A State Action Committee and a Project Level Action Committee have been constituted to review and guide the activities of industrial developments in the Pilot Project. The Committee meets once every three months. The Additional Development Commissioner is the Chairman of the State Action Committee, whereas the Collector of Coimbatore is the Chairman of the Project Level Action Committee.

### **Programme :**

Planning of the intensive development of industries in the Pilot Project will be done by the Community Project Officer (Industries) with the assistance of the Regional Director of Small Scale Industries and Zonal representatives of the All India Board and the scheme will be submitted to Government through the Director of Industries and Commerce.

### **Committee for Integration of Development Schemes :**

In view of the growing importance of the industrial programme, the Fifth Development Commissioners' conference held at Nainital in May 1956 recommended a standing organisational arrangement in the States for planning and coordination between the Community Development Programme and that relating to industries. Accordingly, a Committee for integration of State Development Schemes with Community Development Programme has been constituted in January 1957 with the Additional Development Commissioner and the Ex-Officio Additional Secretary, Industries, Labour and Cooperation Department as Members and the Deputy Director (C.P) as Member Secretary. The Committee is scheduled to meet once in 3 months.

### **Planning :**

The schemes for the development of rural industries are first formulated by the Block Development Officers in consultation with the District Industries Department staff. These schemes are placed before the Block Advisory Committees and after their approval are submitted to the Director of Industries and Commerce. The Director of Industries and Commerce scrutinises the schemes and accords sanction to such of these proposals which can be sanctioned by him and submits the others to the Government. Since the Director of Industries and Commerce is himself the Ex-Officio Secretary to the Government, the proposals which are submitted by him to Government are sanctioned expeditiously.

### Implementation :

The sanctioned schemes are implemented by the Block Development Officers. They are technically guided by the District staff of the Industries Department under the general supervision of the Director of Industries and Commerce. The Block Development Officers have on their staff an Extension Officer for Industries who is responsible for all industries schemes in the blocks.

Instructions to speed up the Cottage Industries programme in the development areas in the State :—

- (1) The Deputy Director of Industries and Commerce who has been appointed to be exclusively in-charge of the development of cottage industries in the Community Development areas in this State will be responsible for the formulation of plans and programmes for the development of cottage industries in the development areas in consultation with the concerned Project Executive Officer or Block Development Officer as the case may be.
- (2) The Project Executive Officers and Block Development Officers will be in administrative charge of the various schemes which have been or will be sanctioned in their respective areas.
- (3) The Project Executive Officer or the Block Development Officer concerned should first initiate action in respect of implementation of a scheme sanctioned by arranging first for the selection of sites, construction of buildings and all other preliminary work. The building should, however, be designed in consultation with the Director of Industries and Commerce. The appointment of all non-technical staff will be done by the concerned Project Executive Officer or Block Development Officer as the case may be.
- (4) After all the preliminaries are completed the Project Executive Officer or the Block Development Officer should seek the technical assistance of the Director of Industries and Commerce in respect of the implementation of the schemes. The technical guidance for the proper implementation of the scheme will be rendered by the Deputy Director of Industries and Commerce referred under item 1 above. The purchase of machinery and other equipments required in connection with the implementation of schemes will also be done by the Deputy Director of Industries and Commerce.
- (5) All the technical personnel sanctioned for the schemes will be appointed by the Project Executive Officer or the Block Development Officer concerned in consultation with the Director of Industries and Commerce. The Director of Industries and Commerce will furnish the names of technical personnel to the Project Executive Officer or the Block Development Officer concerned who will issue appointment orders.
- (6) The responsibility for the proper implementation of programmes rests with the Deputy Director of Industries and Commerce (Cottage Industries) and the concerned Project Executive Officer or the Block Development Officer as the case may be.
- (7) In the light of the above instructions the Collectors are requested to undertake a concerted drive for the implementation of all the schemes so far sanctioned under the Cottage Industries programmes as speedily as possible.

Instructions to speed up the industries programme in the Community Development areas :—



(1) All Project Executive Officers and Block Development Officers are informed that all schemes for cottage industries should be submitted through the Director of Industries and Commerce. The Deputy Director of Industries and Commerce who has been appointed to be exclusively in charge of the development of cottage industries in the Community Development areas will prepare a broad integrated plan covering the entire provision available for the Plan period in respect of all Community Development blocks of 1955 and 1956 series as already ordered in the G.O. The Block Development Officers will finalise the details of the schemes to be submitted to the Director of Industries and Commerce in consultation with the Asst. Director of Industries and Commerce within the frame work of the Plan referred to above. The Project Executive Officers and the Block Development Officers should send along with their reports to the Director of Industries and Commerce replies received by them from the Asst. Directors of Industries and Commerce, who will scrutinise the schemes submitted by the Project Executive Officers and the Block Development Officers, modify them suitably, if necessary, and obtain the orders of Government on the Schemes.

(2) The allotment under Rural Arts and Crafts and Industries should normally be utilised as indicated in para XVII of Chapter III of the Budget Manual. Beehives, chakkies for handpounding of rice etc. may however be distributed to villagers in the development areas at 50% cost as a special case.

(3) The allotment under Rural Arts and Crafts and Industries should not be diverted to any other head without the specific approval of the Government.

(4) The Project Executive Officers and the Block Development Officers should make their own arrangements for the purchase of raw materials required for the industries programme according to the rules governing such purchases. The assistance of the local Assistant Directors of Industries and Commerce may be freely availed of for purchase of raw materials.

(5) Some of the sanctioned Industrial Units could not be started immediately pending the construction of buildings for locating them. In such cases the Collectors should try to secure buildings free of rent for locating the Units temporarily. If they do not succeed in getting buildings free of rent, they will sanction reasonable rents for the buildings secured for locating the Units temporarily.

Further instructions for the preparation of the integrated plans for the development of village and cottage industries in the Community Development/National Extension Service Blocks:—

- (i) The key or the minimum programme, recommended by the Action Committee of the Community Projects Administration sent with its letter, should be adopted with modifications to suit the local conditions in the Community Development/National Extension Services Blocks in this State.
- (ii) Handpounding of paddy may also be included in the key or minimum programme.
- (iii) The Deputy Director of Industries and Commerce (Community Projects) who is entrusted with the preparation of integrated plans in the Community Development Blocks should draw out a list of village industries with the number of training and production Units for the Community Development/National Extension Service Blocks. The Director of Industries and Commerce is requested to take immediate action to prepare the integrated plan for the Community Development/National Extension Service Blocks and submit them to Govern-

ment with full particulars regarding the expenditure involved, the proposed target for each scheme, the anticipated receipts and also the future working of the scheme.

- (iv) All the Block Development Officers and Project Executive Officers are also requested to submit individual programmes in consultation with the Assistant Director of Industries and Commerce concerned, direct to the Director of Industries and Commerce for the development of cottage and village industries in their respective blocks according to the key or minimum programmes suggested by the Action Committees of the Community Projects Administration. The Deputy Director of Industries and Commerce (Community Projects) will take care to see that such schemes are fitted in suitably in the integrated plans, as and when it is finalised.

As suggested by the Community Projects Administration in their letter, the Deputy Director of Industries and Commerce is requested to assess the requirements of technical personnel envisaged with the launching of the key programme taking into account the technical personnel available and the existing training arrangements in various industries in this State. As desired by the Community Projects Administration the extent of assistance in the matter of training of technical personnel if required from the Government of India should be assessed by the Director of Industries and Commerce and reported to Government as early as possible.



## RURAL INDUSTRIALISATION SCHEME—MYSORE

The principal objects of the scheme on Rural Industrialisation, sponsored by Dr. M. Visvesvaraya in Mysore, are:

- (1) to increase production and income from industries in every village group area into which it is introduced;
- (2) to increase gainful occupations and thereby spread special working habits, self-help and collective effort among the rural population and make each village group unit a self-administering and self improving community so far as its economic activities are concerned.

This scheme is designed to serve the interests of the people in rural areas. Industries are divided into two classes, heavy and large-scale and small-scale or minor industries. The former are treated as urban and the latter as rural. Even if there are heavy and large scale industries in rural areas they may be regarded as rural because they will give employment to the village population and help to promote its prosperity.

In this scheme a district will be treated as a standard unit for the whole country. The rural area in each district will be divided into about 40 to 60 groups of villages which will be named group circles. Cities and towns are excluded. Each group will consist of 15 to 25 villages with a combined population ranging from 10,000 to 25,000. Each group circle has its own committee to manage its affairs. The reason why a number of villages are grouped together into a unit under the scheme is that a single village would be too small a unit. The taluk or sub-district into which villages are grouped for administrative purposes is much too large. A Development Committee consisting of 7 to 12 persons chosen from among the residents of the village group itself is appointed to maintain the organisation and to help the village families to carry on industries on the lines laid down in the scheme. Although the group circle will be under the supervision of the Government staff, its working establishment will be maintained by its own staff paid from its own funds. So far as industries are concerned residents of a village group circle will select their own industries. To begin with, each working family will choose its industry and work in cooperation with the members of the family and in special cases in cooperation with one or more of other fellow residents. The Development Committee will be responsible for the industrial development of the area and for all improvements connected with industries which require collective effort on the part of the local population. It will carry on an intensive drive to persuade the population of the village group to start small scale industries either by individual effort or in partnership with two or more persons or in the shape of joint-stock companies. There will be an Inspector one for each group circle to assist the committee. The Inspector is chosen by the people of the group circle themselves and is given training before he is appointed in an Instruction camp organised by the district officer or Director. The Inspector, who must be a young man, will help in the choice of new industries and in the working of the existing ones. For the first two or three years the activities of the committee and of the village population under the scheme will be chiefly confined to industries which will demand their exclusive attention. The Development Committee will be constantly engaged in collecting and maintaining working details of particular industries, chiefly where raw materials are to be obtained from and where finished products could be sold with advan-

tage. A responsible officer preferably of the I.A.S. grade should be appointed to organise and control Rural Industrialisation scheme in a district. In addition to this officer there may be according to the size of the district one assistant, designated as Superintendent and three to four supervisors to form a link between the establishment employed in the group circles and the special officer and Director. The entire staff within each district will be technically and administratively controlled direct by the Superintendent. There will be, in addition, a Representative Board of 25 to 30 leading men in each district. This Board should meet periodically under the chairmanship of the Deputy Commissioner for consultation and review of operations under the scheme.

There should be frequent meetings held in the group circle for purposes of administration, organisation and propaganda. Each group circle will select a central village for its headquarters which will be provided with accommodation of a modest character for members visiting the central village for business meetings. The people of all the villages of a group circle should accustom themselves to consult one another and produce articles for local consumption or for export to other parts of the district or outside the district for sale. Men, money, raw materials, machinery, motive power, manufacture and marketing represent most of the requirements of a rural industry of appreciable size.

An exhaustive list of industries that have possibilities of development in rural areas is given at the end of this note. A dozen or two of them can certainly be easily promoted in rural areas without any difficulty. At the commencement, the villagers may be persuaded to take up an industry which is practised with success in their neighbourhood or with which they are otherwise acquainted. Besides, every individual or family starting an industry should maintain his or its previous occupation or profession and keep on working on both the old occupation as well as new industry or industries at least for some time. A beginning may be made with an industrial occupation if not a complete industry at the outset. If no new industries are handy they may in the first instance take up those which relate to food, clothing and some work connected with house building or furniture which are all primary necessities of life.

Regular accounts should be maintained from day-to-day and month-to-month and aggregate expenditure and receipts every quarter and year should be available. Measuring the work done or value of products manufactured should be taught to and practised by industrialists in villages. The group circle Development Committee should submit to the District authority both for every quarter and year a report of progress accompanied by statistical tables of results.

For expenditure in a group circle, the Development Committee should collect a fund not exceeding Rs. 3000/- per annum. An equivalent sum will be given by the Government. About Rs. 1200/- will be spent on the Inspector and office expenses and the balance of about Rs. 4800/- in each group circle is treated as capital available for loaning to group circle industrialists and entrepreneurs. Thus the scheme provides for an arrangement under which the Government and the people of a group circle or region may jointly provide working capital in equal proportions. The total amount for about 40 group circles in a district will be Rs. 1.92 lakhs or Rs. 2 lakhs approximately. This amount is to be deposited for each group circle in a cooperative Finance Bank which has been established and has been working for the purpose. Villagers are also expected to take shares in the cooperative Rural Industrial Financing Bank which has to be established to facilitate lending of money to persons carrying on industries in the same region. All the money collected in group circles is to be deposited as shares or in some other approved form in this bank for future use.

The scheme as described above, was first started in the later part of 1950 in the districts of Bangalore and Kolar. Towards the end of October, 1952 it was

introduced to Mandya District also. From July, 1955 the scheme has come into operation in the remaining seven districts of the State. No part of the rural area is now left out.

In Mysore, Government have been sanctioning Rs. 2½ lakhs per annum for each of the districts in which the scheme has been working. The amount actually utilised has been much less than Rs. 2 lakhs due to economic management. The amount actually spent by the Government of Mysore during the period of six years (ending 31st March 1956), since the inception of the scheme has been Rs. 38.17 lakhs including the subvention of Rs. 2.5 lakhs paid by the Government of India. The villagers have contributed a further sum of Rs. 28.39 lakhs. The estimated gross value of products manufactured amounts approximately to Rs. 10 crores during a period of six years. This shows that the villagers have been able to manufacture products worth Rs. 25 per rupee of money spent by the Government. The actual amount earned by the people in the shape of gross value of products is reported to be much larger.

One special feature of the scheme in Mysore is that the people of the rural areas concerned have made and are making a substantial contribution in money to the expenditure incurred. This indicates the ready willingness on their part to utilise or work the scheme. Some of the special features of the scheme may be briefly recapitulated with advantage as follows:—

- (1) The people of each group circle contribute both to their own current expenditure on the scheme and also, in co-operation with Government, to the formation of a growing capital fund to finance loans to industries.
- (2) A special Co-operative Finance Bank is established for the use and development of the capital fund. The growing capital of each group circle is deposited on this Bank. The working of this Bank has proved helpful to advance the industrial work in the two districts in which the scheme was first started.
- (3) The scheme facilitates the village people operating as individual industrialists, partnership concerns, co-operatives or joint-stock companies, according to local resources and the circumstances of the industry or industries taken up.
- (4) If successfully operated, the profits from industries, after meeting all the necessary expenses will go on adding to the income and standard of living of the people.
- (5) As industries go on developing, the thinking and working power and the economic strength of the local population will also correspondingly increase.
- (6) It is expected that the comparatively well-to-do districts will be able to relieve Government of their financial responsibility for maintaining the special organisation for the scheme, at the end of the fifth year from commencement. In the case of less advanced districts, the period may extend from six to ten years depending upon the energy and productive capacity of the people.
- (7) Discipline should be maintained and modern business habits should be practised from the very commencement in all group circles as far as practicable.

Disciplined hard work—Work on Industries for about 8 hours a day and 44 to 48 hours a week—is necessary and should be insisted on.

- (8) For giving training to the villagers in self-help practices, initiative and collective effort and in modern business practice, special instruction will be necessary by educated trainers. As this part of the scheme cannot be carried out simultaneously with measures which directly concern industries, it is suggested that the work connected with self-help practices may be postponed until villagers have developed some economic strength by their initial industrial ventures and are able to earn more. Until the time comes for regular training, qualified lecturers—two or three—may be appointed in a district to carry on propaganda at a reasonably small cost. If the Special Officer in charge of the District is a trusted able man, he should be given a free hand in his early struggles to rouse the ambition and activities of the village people.
- (9) A unique feature that the organisation of group circles presents is that it gives opportunity to people to work in co-operation and combination with one another. Such combinations, it has been mentioned, will become very useful for promoting united effort and enterprise in numerous directions.
- (10) Just as there are in India families which live a calculated life economically, comfortably and with special dignity, almost on a level with or sometimes even better than a majority of persons in advanced countries, some group circles of the description mentioned in the scheme with 15,000 or 20,000 population consisting of educated, enlightened and locally esteemed families, might, in the course of 5 or 6 years under efficient supervision and direction, come to live, as well as, or better than, the average citizen in countries like United States of America or Britain.

### **List Of Small-Scale Or Minor Industries**

The following list gives a large variety of small-scale, minor and cottage industries from which a selection may be made in establishing new industries in rural areas:—

#### **I. Food and Allied Industries:—**

1. Agricultural implements, ploughs, ploughshares, axes, sickles, etc.
2. Bakery, biscuits, cakes, etc.
3. Bee-keeping (api-culture), honey and beeswax.
4. Bird rearing.
5. Charcoal, firewood, etc.
6. Confectionery—sweets.
7. Cultivation of vegetables, fruits and flowers (wherever possible, every rural family must try to have a small vegetable and fruit garden).
8. Dairy farming—milk and milk products, such as, butter, cheese, ghee and marketing the same.
9. Dehydrated fruits and vegetables—dried fruits and dried vegetables.
10. Duck breeding.
11. Fisheries (pisciculture)—fish oils, fish curing, fish canning, dry fish, etc.
12. Flours and starches.
13. Food products—spices, condiments, pickles, sauces etc.

14. Fruit canning.
15. Jaggery manufacture—gur-making from sugarcane, date palm or palmyra, and cocoanut tree, handmade sugar, sugar-candy, etc.
16. Jams, jellies and preserves.
17. Livestock breeding—cattle, sheep and pig breeding (animal husbandry).
18. Malted foods.
19. Manures—oilcakes, bonemeal, farmyard manure, compost, etc.
20. Meat marketing.
21. Nursery.
22. Oil pressing
23. Paddy husking and pounding.
24. Plantations and grazing fields.
25. Provisions and oilman stores.
26. Poultry farming.
27. Rice and flour milling.
28. Salt manufacture.
29. Syrups, aerated water, ice-making, etc.

## II. Clothing and Allied Industries :—

1. Apparel and ready-made clothing (including sarees, dhotis, etc).
2. Artificial flowers.
3. Aloe fibre extraction—palmyra, cocoanut fibres.
4. Bangles—glass, lac, etc.
5. Bedding—upholstery.
6. Blanket weaving.
7. Block engraving for cloth printing.
8. Brushes.
9. Button making—cut of mother-of-pearl, horns, shells, brass, tin, etc.
10. Calico printing.
11. Canvas shoes.
12. Carpet weaving and druggets.
13. Cotton ginning and pressing.
14. Embroidery, knitting, crochet and needlework, etc.
15. Filature.
16. Gunny making from jute, from hemp-jute canvas.
17. Hats and caps.
18. Hosiery.
19. Laces (also including shoe lace making).
20. Laundry and cleaning clothes.
21. Leather goods making—boots, shoes, chappals, slippers, bed-straps, etc.
22. Leather tanning.
23. Linen goods.
24. Nakki work.

25. Ornaments and jewellery (including bangles, combs, etc.)
26. Ornamental leather-craft—(money purses, handbags, etc.)
27. Sacking and sail cloth.
28. Seam quilt-making.
29. Silkworm rearing.
30. Silk reeling.
31. Silk weaving.
32. Spinning including charka.
33. Tailoring.
34. Umbrellas and umbrella hand-making.
35. Weaving—(1) cotton, (2) woollen, (3) khadi, (4) jute, (5) matka, etc. hand and power looms.
36. Woollen fabrics—woollen goods.
37. Wool clipping and grading.

### III. Housing and Allied Industries :—

1. Bamboo work including garden furniture.
2. Bell metal work.
3. Brick and tile making.
4. Cane furniture—also cane and basketware, matting.
5. Candles.
6. Carpentry and cabinet making.
7. Carving—ivory, wood and stone.
8. Cement industries for village purposes—windows, ventilators, benches, drain pipes, water closets, fencing, etc.
9. Ceramic industries—crookery, chinaware, etc.
10. Coir—coir-making, rope etc.
11. Cutlery—hardware.
12. Furniture manufacture—cots, benches, railway sleepers, etc.
13. Glass articles—window screens, etc.
14. Hardware such as hinges, tower bolts, etc.
15. House building, various occupations connected with it including building materials such as, bricks, tiles etc.
16. Leaden goods.
17. Lime burning.
18. Lock-making.
19. Maintenance of a workshop.
20. Metalware—vessels of iron, steel, copper, brass, aluminium, etc.
21. Paints.
22. Picture frame-making.
23. Pottery—village pottery and clay products.
24. Smithy.
25. Stone jug-making.
26. Stone work—including grinding stones, stone carving.



27. Timber work.
28. Tin plate goods.
29. Tin goods.
30. Trunk-making.
31. Woodenware—wooden sandals, vessels, etc.
32. Wood-sawing.
33. Wooden boats.

#### IV. Miscellaneous and Unclassified Industries :—

1. Agarbathi making.
2. Articles used in games and sports.
3. Bidis—also tendu leaves (for manufacturing bidis), its curing, pressing and packing.
4. Bicycle repairs.
5. Cardboard box-making.
6. Casing tubes.
7. Cigarettes, cigars, etc.
8. Clay modelling.
9. Crayons.
10. Cutlery—edge, tools, files, saws, knives, etc.
11. Drugs and medicinal herbs.
12. Dry cells for electric torches.
13. Dyes—vegetable dyes and pigments.
14. Electrical casing.
15. Electro-plating.
16. Engraving on metals.
17. Enamelling.
18. Fire works.
19. Fly-shuttle looms-making.
20. Glass and glasswares (those not included in house-hold industries).
21. Glue, gelatine and resins.
22. Gold and silver smithy, wire drawing.
23. Hand-made paper and pulp.
24. Handstick-making.
25. Hides and skins.
26. Horticulture.
27. Images.
28. Inks, ink-pads (for rubber stamps), etc.
29. Kattha making.
30. Lacquers, varnishes and paints.
31. Lapidary work.
32. Manufacture of containers.
33. Matches—match factory on a co-operative basis.
34. Mats—bamboo mats, mora mats, screen pine mats, palmyra mats, etc.

35. Marbles—slate stones, slabs (slate sheets).
36. Metalwares including precious metals.
37. Mica splitting.
38. Motor body building.
39. Musical instruments—stringed or reed.
40. Painting on planks and glass.
41. Pearl fishing.
42. Pencil-making, lead pencils, slate and slate pencils.
43. Perfumery—essential oils and scents.
44. Pith works—pith hat, garlands, flowers, etc.
45. Printing and allied trades—book-binding, block-making etc.
46. Road and drain construction—village water supply construction and repairs.
47. Rubber goods and latex.
48. Scissors.
49. Shellac or lac—resin and turpentine.
50. Shoe and boot polishes.
51. Soap-making.
52. Straw, feather and hair industries.
53. Surgical instruments.
54. Tanning materials.
55. Tobacco for chewing, smoking, including tobacco curing, pressing and packing and snuff-making.
56. Toys and dolls—of wood, cloth, marble, ivory, bones and horns.
57. Travel agencies and facilities.
58. Vehicles for land transport—bullock carts, tongas, jutkas, etc.
59. Vehicles or water transport—boats, raft, etc.
60. Watch repairing.

### SMALL SCALE PRODUCTION OF CRYSTAL SUGAR—U.P.

The small-scale production of crystal sugar in India has got all the advantages that make it singularly suitable for its establishment as a small-scale rural industry. The sugarcane holdings are small and scattered in India. The labour is plentiful and there is a huge and growing local consumption. It is a self-paying labour-intensive industry. The return to the cultivator from sugarcane in the areas not covered by large-scale factories is extremely low as most of the cane has to be converted into gur which does not bring more than about annas 10 to 12 per maund of sugarcane as against about Rs. 1.5.0 to Rs. 1.7.0 per maund of cane delivered to sugar factories. Further gur could not be stored for more than a year without deterioration and sometimes it has to be disposed of at a heavy loss. There is also growing evidence that there is increasing tendency for the replacement of gur by crystal sugar. Unless the production of crystal sugar is increased in keeping with the growing demand, India shall have to import large quantities of foreign sugar. The relative cost of production and sale price of various products viz. gur, khandsari sugar, crystal sugar (large-scale) is given below to show why the small-scale production of crystal sugar is more lucrative than others:—

	Gur	Khandsari Sugar	Crystal Small scale	Sugar Large scale
	Rs. ans. ps.	Rs. ans. ps.	Rs. ans. ps.	Rs. ans. ps.
Average prevailing price of cane per maund.	0 10 0	1 0 0	1 0 0	1 7 0
Cost of 100 maunds of cane	62 8 0	100 0 0	100 0 0	143 12 0
Process and other cost of manufacture	26 9 0	30 0 0	45 0 0	64 0 0
Total cost of manufacture on 10 maunds basis.	89 1 0	130 0 0	145 0 0	207 12 3
Cost per maund of product.	8 14 6	21 0 0	19 5 0	20-12-0+4-0-0 (excise)
Average sale price	10 0 0	22 0 0	26 0 0	30 0 0
Net profit	1 1 6	1 0 0	6 11 0	5 4 0
Product obtained from 100 mds. of cane (in maunds)	10. 0	6.2	7.5	10. 0

The growing demand for crystal sugar, relatively low cost of production of crystal sugar on a small basis and the greater profit that this industry is likely to fetch are the main factors which impelled the Government of U.P. to envisage a pilot project under its Planning Research and Action Institute for the small-scale production of crystal sugar in rural areas.

The Planning Research and Action Institute has therefore envisaged the establishment of small scale crystal sugar units all over U.P. As a first step in this direction, a unit of this kind has been opened at Ghosi in Azamgarh District with one thousand cultivators forming into a cane society; bye-laws for the formation of this unit have been drawn up and about Rs. 31,000 of capital has also been raised. Layout work was started on the 25th September, 1956 at Ghosi and the plant started operation on the 19th December 1956. The organisational pattern of the project will be on a cooperative basis involving the maximum possible involvement

of cane growers. To ensure success to the project it is essential that the cooperative organisation which will own and operate this project should be a producers organisation. A Cooperative Processing and Marketing Society (C.P.M.S.) with the cane-growers as its members, will be organised in the area with its headquarters in a centrally located village. The C.P.M.S. will run the plant for the production of crystal sugar on a small scale and will also combine better farming processing and marketing functions. For getting production loans (crop loans), growing sugar-cane, members will be advised to join the primary large-sized credit society of the area in accordance with the pattern suggested by the All-India Rural Credit Survey Report. There will be two kinds of membership open only to cane-growers cultivating not less than half acre of sugarcane in the area of operation of the society. Special membership is open to the State Government and to such Cooperative Societies as may be approved by the Registrar provided they agree to subscribe and pay in full towards the share capital of the society in such numbers as may be approved by the Board of Directors of the Society. The growers will enter into a contract with the Society binding them to carry out the plan, programme and methods of cultivation as directed by the Board of Directors and to sell their cane of required standard to the Society. The authorised share capital of the Society will be Rs. 90,000 of which Rs. 60,000 will have to be paid immediately. Each ordinary members will have to purchase at least one share whose value will be Rs. 150. Supply of sugar cane accepted for each member will be in relation to the number of shares possessed by the member. The shares for the remaining Rs. 30,000 will be contributed by special members viz., Government etc.

For running the project 700 maunds of sugarcane will be required for 100 days. That means 180 acres of cane cultivation may be necessary within five miles radius. The production can be consumed within 20 miles radius. Thus in a district there can be 20 to 25 units easily depending on the availability of sugarcane. The total financial requirement will be Rs. 1,00,000 out of which Rs. 60,000 will be share capital. The rest will be arranged as long term loan from Government State Industrial Finance Corporation and the District/Central Co-operative Bank. The workers to be employed per season would be roughly 50.

The units can be best located in those areas which are predominantly gur producing and have got scattered sugarcane cultivation. 200 acres of good quality sugar-cane should be available within a radius of five miles of the location of the unit which should preferably be at a rail head or a mandi. The cultivators should be able to collect Rs. 30,000 as share capital. The local cooperatives should have competent and honest management and the area should be preferably 50 miles from the nearest sub-gur mill.

The open pan method for making khandsari sugar tried at Ghosi offers several characteristics such as the following: It offers employment to labour at a time when it is not otherwise engaged for 4-5 months from November to March. Capital investment is moderate. Total investment in this enterprise came to Rs. 1 lakh (Rs. 89,000 as fixed investment and Rs. 11,000 as working capital).

In the first year when only 21,000 mds. could be crushed there was a loss of Rs. 1,000 to 5,000. When the full 70,000 mds. (the plants' capacity) are crushed the anticipated profit of 8-9% would materialise. Over-all recovery was 70%. Price paid for sugarcane to cultivators for some 21,000 maunds was Re. 1 per maund as compared with annas 12 obtained from gur. Employment was provided to 15 skilled persons and 65-75 unskilled persons normally for some 5 months. The unskilled were paid Re. 1/- per day and the skilled from Rs. 40/- per month upward averaging approximately Rs. 60/-. Invested capital worked up to about Rs. 1250 per person employed or Rs. 2500 per man year. It appears evident that

this industry has a welcome place in the economy of a large number of cane-growing areas. Whether there is an adequate market demand of a desirable type is being investigated. It has been suggested that several units in such an industry should form an association in which each contributes a competent manager and a qualified technician should be employed whose job it will be to keep in touch with business, market and technical development in the field.

The manager and the technician so recruited will regularly visit plants and give advice. They will have no executive control over any plant but they are expected to give high calibre advice and criticism which will certainly introduce economies and technical improvements in the industry.



## XIV

### WORK DONE IN KERALA STATE IN THE IMPLEMENTATION OF THE VARIOUS HEALTH PLANS.

#### Training Programmes

(i) *Nurses.* A training course for Nurses was started in the State in 1954-55 at Trivandrum and Ernakulam with 75 admissions in each in the first session. It is proposed to organise a similar course at Kozhikode also very shortly for a batch of 25 students.

(ii) *Auxiliary Nurse Midwives.* During the First Plan period 167 girls were trained in Midwifery in 4 institutions. The number of teaching centres was augmented by 3 more in the First Year of the Second Five Year Plan. The first batch of 98 pupils commenced their training in March this year followed by 78 more from the 15th of October 1957. It is proposed to start a Midwifery course at Kozhikode also from the beginning of the next financial year for 50 students, 25 being admitted at the inception and the remaining batch after 6 months. The physical target for the Second Plan is about 500 midwives to be trained in all the 8 institutions together.

(iii) *Health Visitors.* A Health Visitors' School was organised at Trivandrum in 1956. Thirty-seven senior midwives in service were admitted to the course (extending over a period of one and a half years) and it commenced from 5th July 1956. Two more batches of 30 each will be trained in the course of the next 3 years of the Second Five Year Plan.

(iv) *Health Inspectors.* During the early part of the First Five Year Plan a Health Inspectors' Course was instituted at the Trivandrum Medical College. Two batches of 30 each were trained by the close of the First Plan. In 1955-56, in addition to the regular students 10 departmental and 5 Municipal candidates were also given a short term training of 3 months duration. The number of admission was increased to 50 in 1956-57. The turn out upto now is 125 Health Inspectors and a fresh batch of 50 are undergoing training now.

(v) *MCH training for Doctors.* One lady Assistant Surgeon had her D.M. & C.W. Course at Calcutta in 1956-57 and two have been deputed for the course this year.

(vi) *D.P.H. Course for Assistant Surgeon.* The Assistant Director of Public Health (M&CH) attached to this Department was deputed to the United Kingdom for the D.P.H. Course in 1956-57. One Medical Officer was sent for this training at Calcutta during the same year. Two doctors have been deputed for the current session of the course.

(vii) *Family Planning training.* Ten midwives were given a short term course of one month's duration in Family Planning at Trivandrum in 1955-56 and ten midwives and 10 doctors in 1956-57. Ten more midwives will be trained very shortly. It is proposed to train 80 Family Planning Health Visitors during the II Plan period.

(viii) *Other categories trained.* Four Public Health Nurses were deputed to Calcutta for the certificate course in Public Health Nursing. 3 Health Education Officers for the Certificate Course in Health Education and 5 doctors, 19 Health Inspectors, 19 Health Visitors, and 38 midwives for re-orientation training in Community Health Work at Poonamallee. The Assistant Director of Public

Health (M&F), one Entomologist and 22 Field Assistants of the Malaria Division of the Department were trained in Filariology and 7 Malaria Inspectors in Malariology at New Delhi.

### **Primary Health Units and Primary and Secondary Health Centres**

(i) *Health Units and Health Centres before the First Five Year Plan.* In T.C. area there was only one Primary Health Unit prior to 1951, at Neyyattinkara and this was practically abolished in 1952.

In Malabar area Six Primary Health Centres were functioning in the pre-plan period under the post-war Reconstruction Scheme.

(ii) *Health Units and Health Centres during the First Five Year Plan.* By the close of the First Plan period there came into being 28 Primary Health Units in rural areas, 6 Primary Health Centres in Community Projects, 2 Health Centres in N.E.S. Blocks and 2 Secondary Health Centres, in the T.C. area and one Primary Health Centre in Malabar area.

(iii) *Health Centres and Health Units during the Second Five Year Plan.* In the First Year of the Second Five Year Plan 9 Primary Health Centres and two Secondary Health Centres were started in the State. The Second Five Year Programme aims at starting 9 Primary Health Centres and 2 Secondary Health Centres. The Second Plan target is 90 Primary Health Units and 16 Secondary Health Centres.

### **Malaria and Filariasis Control**

(i) *Malaria Control.* The two National Malaria Control Programme Units allotted to the State by the Government of India during the First Plan period continue to operate.

(ii) *Filariasis Control.* (a) Two National Filaria Control Programme Survey Units were allotted to the State under the National Filariasis Control Programme launched by the Government of India during the First Plan period. One of these Units began to function in 1955-56 and the other came in position only in the First year of the Second Plan.

(b) *Control Units.* Five-eighth of a Control Unit was operating in Malabar during the First Plan Period. The one Control Unit allocated to T.C. area during the First Five Year Plan could be organised only in 1956-57. Two more Control Units were sanctioned for 1956-57 and all these Units now operate in different parts of the State. For 1957-58 three Units have been sanctioned, the location of which has not yet been finalised by Government.

### **T.B. Control**

(i) *BCG Vaccination.* In the First Five Year Plan period 4 BCG teams were functioning in the State. This has been augmented by one more Unit this year. The first round of BCG Vaccination was completed by the beginning of January 1957 and the second round is now in progress commencing from Malabar. Thirty lakh persons were BCG vaccinated during the First Plan period and about 6 lakhs during 1956-57.

(ii) *T.B. Hospitals.* At the beginning of the First Five Year Plan, i.e., in 1950, there was only one T.B. Hospital in the State at Nagercoil. This was subsequently transferred to Madras State.

In 1950-51 another T.B. Sanatorium came into existence at Mulakunna-thukavu in Trichur District with 118 beds. These were augmented by 66 during the First Year of the Second Plan.

Another T.B. Hospital has been opened at Trivandrum with 116 beds very recently at Pulayanarkottah.

(iii) *T.B. Clinics.* During the First Plan period 2 T.B. Clinics were opened each having 24 beds attached to Government Hospitals at Trichur and Palluruthy and one T.B. Clinic with 12 observation beds attached to the T.B. Demonstration and Training Centre started in Trivandrum in 1951-52.

In 1953-54, three T.B. Seal wards each with 12 beds were opened. The total bed strength in all the above T.B. institutions together stood at 374 at the close of the First Plan period excluding the T.B. Hospital, Nagercoil.

The Second Plan envisages the provision of 1747 beds for the treatment of T.B. patients, out of which 170 have already been provided.

Establishment of 11 T.B. Clinics and 313 isolation beds is proposed in the Second Plan. Two T.B. Clinics were sanctioned in 1956-57 and steps have already been taken to construct buildings for the Centres. The current year's sanction is 3 T.B. Clinics and action is being taken to start them immediately.

The Norwegian Indian Foundation has agreed to construct a T.B. clinic at Quilon with all laboratory equipment and X-ray plant.

There is a proposal to take over an existing private T.B. Sanatorium in Malabar and improve and expand it to meet the needs of that area.

(iv) It is proposed to open 2 Rehabilitation Centres attached to the T.B. Sanatorium at Mulakunnathukavu and the T.B. hospital at Trivandrum each accommodating 50 persons.

### **Leprosy Control**

(i) *Hospitals.* One Leprosy Hospital at Koratty in Trichur and a Leprosy Sanatorium at Nooranad have been in existence even prior to the First Five Year Plan with a total bed strength of 1080. It is proposed to increase the bed strength of the former to 820 and establish a Leprosy Colony for 500 burnt out cases attached to the latter during the Second Plan as also a Home for the healthy children of Leprosy patients, with financial aid offered by the International "Save the children" Emergency Fund.

(ii) *Leprosy subsidiary Centre.* The Second Plan envisages the establishment of 11 Leprosy Subsidiary Centres in various parts of the State, out of which one has already been opened at Ponnani in Malabar area.

### **V.D. Control**

V.D. clinics are now conducted at the General Hospital, Ernakulam and the Medical College Hospital, Trivandrum. The revised Kerala Second Five Year Plan envisages the opening of 5 V.D. Clinics attached to all the District Hospitals.

### **Environmental Sanitation**

(i) *Pilot Projects.* Sanitary type of private and public latrines, are constructed by the Pilot Projects in the Medical College Unit area, Trivandrum. Water Seal Closets are sold by them to private parties at subsidised rate.

(ii) Construction of public latrines and wells is pushed on in all N.E.S. Blocks in the State. Water Seal Closets are also sold at subsidised rate.

The Public Health Engineering Section attached to the Department of Health Services also attends to the construction of public latrines in rural areas



and the sale of water seal closets to private individuals at subsidised rate fixed by Govt.

### **Water Supply Schemes**

Open draw wells are constructed in rural areas by the Public Health Engineering Section of this Department and tube well construction and major water supply schemes are arranged by the Public Health Engineering Department.

### **Family Planning**

(i) *Family Planning Clinics.* Ten Family Planning Clinics were started in 1955-56 in the rural areas of the State under a subsidised scheme of the Government of India. In the first year of the Second Plan 10 more clinics were opened. Arrangements are now in progress to start 10 clinics in some of the urban towns of the State. The Second Plan envisages the establishment of 70 Family Planning Centres.

(ii) *Training Centres.* The opening of a Family Planning Training Centre at Trivandrum with financial aid from the Central Government is under consideration.

At Present the personnel for Family Planning work are trained at Trivandrum by the Superintendent-in-charge of the MCH work of Trivandrum Corporation, who has undergone training in Family Planning work at Bombay.

(iii) *Family Planning Board.* A Family Planning Board has recently been constituted in the State.

(iv) Proposals have been sent up to Government for the appointment of a Family Planning Officer having State wide jurisdiction. This post has now been sanctioned.

### **Upgrading Of Medical Institutions**

(i) *Improvements to Taluk Headquarter Hospitals.* It is proposed to upgrade 15 Taluk Headquarter dispensaries into Taluk Headquarter Hospitals by providing additional accommodation. Accordingly 2 Dispensaries have been upgraded during 1956-57. As for the 1957-58 programme 4 Dispensaries will be upgraded.

(ii) *Improvements to major Hospitals.* Eight Hospitals will be improved during the Second Five Year Plan period by providing additional accommodation. Two Hospitals are being taken up for improvement during 1957-58.

### **Public Health Education**

The Health Education Section transferred in 1950 to the Department of Public Relations has recently been retransferred to this Department and intensive propaganda and health education area carried out by this Section.

In addition to the existing teams of one Chief Health Education Officer and 2 Assistant Health Education Officers, Government have now sanctioned, one more team consisting of a District Health Education Officer and one Health Educator with necessary equipment and a van to the operating staff for Malabar area, under the Second Five Year Plan. This team has already been organised and commenced functioning from October 1957.

### **M.C.H. Services**

(i) *MCH Centres.*

(a) *Position during the First Plan.* During 1950-51 the T.C. area had 187 Midwifery Centres. At the close of the First Plan this stood at 301.

In 1954, six MCW Centres were started in rural areas attached to Government Dispensaries with financial assistance from the Central Government.

Maternal and Child Health Services throughout the State were co-ordinated into a separate section of the then Public Health Department and placed under the control of an Assistant Director of Public Health during the latter half of the First Plan period.

In 1954, the State entered into an agreement with the WHO/UNICEF as per which a MCH Project was implemented in the State and this Project has considerably helped to expand and improve the Maternal and Child Health Services of the State.

(b) *Position in the Second Five Year Plan.* In the first year of the Second Plan 25 MCH Centres in T.C. area and 16 Centres in Malabar area were started. Arrangements are in progress for opening 6 MCH Centres, allotted for 1957-58. Paucity of midwives hampers the establishment of more centres this year. Midwives have now been posted to the 20 M.C.H. Centres that remained unopened during 1956-57 from the quota sanctioned for that year.

(ii) *Maternity Homes.* This Scheme was included only in the Second Plan. Out of the 4 Maternity Homes targetted for 1956-57, only one has come into operation. Non-availability of resident Matrons and Midwives to staff the institutions stands in the way of opening the other centres.

All the normal activities of the Department on the Public Health side such as the control of communicable diseases, Registration of Births and Deaths (later on brought under the II Plan), Rural Sanitation, Vaccination, Health Education, enforcement of Public Health laws and rules were continued with satisfactory progress. Since 1954 the State has been completely free from Cholera, and Small-pox has not made its appearance in a virulent epidemic form since 1953. Plague is practically unknown in the State since the last 10 years.

### **Public Health Schemes in N.E.S. Blocks**

Ten N.E.S. Blocks were declared on 1.10.1956. The Public Health activities in these Blocks are at present confined to improvements of environmental sanitation, viz., construction of sanitary wells and latrines. The sites for Primary Health Centres in these Blocks have not been decided. The State Government have ordered the conversion of one of the existing dispensaries in each Block to a Primary Health Centre. Public Health activities have not been started as extension work in the ten Blocks started this year.

In the Health Centres started in C.D. Blocks, the Medical Officer-in-charge of the Health Centre has been appointed as the Health Extension worker and member of the Block Development Committee. All the Health articles of the Health Centre of the Block are brought under the control of the Medical Officer-in-charge of the Health Centre. Health Assistants working in the Health Centre area are supervised by the Health Inspectors of the Health Centre.

Among the various activities in the Blocks, the improvement of soil sanitation receives greater attention. Lack of sufficient number of sanitary type latrines is one of the main reasons why the soil gets polluted with human excreta and urine. Great importance has therefore been attached to the schemes for the construction of sanitary type latrines in the Block areas.

The final aim is that each house should have a sanitary type latrine. A uniform policy is adopted in the implementation of schemes for the construction of latrines in all the Blocks. Water seal squatting slabs either manufactured by the Block or got down from other sources, approximately costing Rs. 10/-

each are distributed to bonafide users in the Block areas at 25% cost, the balance 75% being met by the Block. Covering slabs are also made available on actual cost. The parties have to bear besides the 25% cost of W.S.S. slab and cost of covering slabs, the cost of the construction of the latrines according to the specifications supplied by the Block. They will get the necessary technical assistance also from the Block.

Schemes for the construction of sanitary type latrines and urinals in schools in the Block area is also undertaken by the Blocks. It has been laid down that of the total expenditure incurred on such schemes, only an expenditure subject to the maximum of 75% should be met by the Block. The balance will be met by the concerned institutions. This portion can ordinarily be met by labour or supply of materials. Usually the scheme is taken up by the Block, only a formal assurance is obtained from the institutions to the effect that they would meet at least 25% of the total cost.

The following schemes also come under the P.H. Programme of the Blocks :-

- (1) Drinking water supply—construction of new wells and renovation of old wells and tanks.
- (2) Construction of bathing ghats.
- (3) Opening of midwifery Centres.
- (4) Issue of Grant-in-aid to existing dispensaries and midwifery Centres



## HEALTH FORTNIGHT IN RAJASTHAN

Intensive work on the following activities will be taken up in all C.D. and N.E.S. blocks.

1. Survey and treatment of rickety and under-nourished children.
2. Survey of common diseases, their incidence and preparation of a plan for prevention measures against such diseases.
3. Environmental sanitation and cleanliness of village and individual houses.
4. Mass vaccination.
5. Anti-Guineaworm work.
6. Anti-malaria work.
7. Baby shows.
8. Surgical Camp.
9. Health Education and Exhibition.

### Treatment of Rickety and Under-nourished Children

Programme for survey of sick, under-nourished and rickety children would be drawn up for three V.L.Ws circles in blocks covered during the last fortnight. Two out of these three circles will be those which were covered during the last fortnight. The additional one circle will be selected in the vicinity of the existing dispensary/Primary Health Centre by the B.D.Os in consultation with the Block Medical Officer and/or Medical Officer of the dispensary in the block. In new blocks only one V.L.W. circle will be taken up. Children up to 10 years of age should be selected.

Preliminary survey of sick, under-nourished and rickety children would be done by V.L.Ws on the proforma given to them. The Medical Officers for this purpose will give a preliminary training to the concerned V.L. Ws so as to help them in carrying out the survey correctly. The survey papers will then be submitted to the medical officers by the V.L.Ws direct with a copy to the B.D.O. The medical officers will then carry out a final survey of such children and will simultaneously start the treatment to the children so selected.

Feeding programme consisting of milk and multi-vitamin tablets should commence from the beginning of the fortnight and be continued on long term basis. Arrangements for supply of milk to the various blocks have already been made (through B.D.Os) and a list of the milk supplied to each of them is being sent separately by the Development Department. The Medical Officers will ensure that the feeding programme is regularly continued on long term basis and for this purpose assistance of the following persons in the villages, whosoever is available, should be obtained.

1. V.L.Ws.
2. Gram Laxmis.
3. School Teachers.
4. Sarpanch.
5. Panch.

6. Patwari and

7. Representative of Bharat Sewak Samaj.

It has been reported from many quarters that multi-vitamin tablets are not easily swallowed by the children and, therefore, a substitute in form of liquid preparation, should be supplied. In this respect it is desired that the M.Os would please arrange to administer the tablets in powder form which could easily be crushed and administered. In case milk is not relished by the children, it could be used in the form of curd. But for this purpose it will have to be ensured that the curd so prepared is utilised for the bonafide use of undernourished children only and not for the other members of the family. This would, however, place greater responsibility on the supervising personnel in its preparation and bonafide use which, in case they are prepared to undertake, such a procedure may be tried.

Children selected for such a treatment should be entered in the register, already supplied, during the last Health fortnight. Progress reports in respect of height, weight and chest measurements should be sent quarterly to this Directorate for each child. In the initial report, names and other particulars of the children will have to be sent but in the subsequent quarterly reports, only the serial numbers of the children should be indicated with the required particulars so that the same would be recorded in the Directorate records. In these reports remarks regarding general condition for each child should also be given. Discontinuance of the feeding programme should be adequately accounted for e.g. child leaving the block or due to his or her death.

Likewise quarterly reports of the number of beneficiaries being fed on long term programme in each block along with the stock of milk consumed and the stock in balance should be sent to this Directorate by the B.D.Os.

Assistance of V.L.Ws for drawing up these reports by Medical Officers may advantageously be taken.

The Medical Officers will pay regular fortnightly visits to the selected villages in the blocks for 'follow-up' work and record the progress of health of the beneficiaries in the registers, already supplied.

During their visits they would also, as far as possible, attend to other sick and ailing persons if any and give them feasible treatment. They will carry medicines with them for the purpose.

### **Survey of Common Diseases**

The object of undertaking the survey of common diseases in blocks is (1) to provide adequate treatment to the sick and (2) to chalk out a health plan so as to minimise the incidence of such diseases as far as possible. This should be adequately implemented. Health Plan on basis of last year's survey be prepared.

In the twenty new blocks added to the programme, this year, medical officers will carry out a survey of the common diseases in these blocks. They would visit two villages in four to five village level worker circles in order to carry out the survey. Block vehicle will be made available for this purpose. After having done this, a plan for preventive and curative measures shall be prepared by the Medical Officers in consultation with the District Medical Officer and Block Development Officer, concerned.

### **Environmental Sanitation**

Activities under this item should exactly be the same as were carried out during the last fortnight, viz.

1. Removal of refuse heaps.
2. Improvement of environmental sanitation.
3. Filling up of pits.
4. Digging of compost pits for putting village refuse.
5. Construction of drains pucca/kutchra near drinking water wells.
6. Construction of soak pits.
7. Competition for the best house in the village in each V.L.W. circle and in each block.

Greater emphasis should, however, be laid to the general cleanliness of the village by removing refuse heaps either to fields or to other pre-determined places. B.D.Os would take necessary action in this respect. Refuse from individual houses should be dumped in compost pits in respective Baras if so available. The best cleaned houses should be determined as per last Health Fortnight programme for award of prizes in clean house competitions.

The points for judging the best house would be :

1. General appearance and cleanliness ;
2. Arrangements for disposal of cow dung and other refuse in the house ;
3. Arrangements for light and ventilation ;
4. Drainage arrangements.

Committees at V.L.W. circle, block level and district level for judging the best house will be constituted. 3 flags will be given as prize at all these levels. These flags will be of khadi and will be arranged from the Head Office Development Department and will be sent to the blocks well in time. The owners of the best houses will display these flags till the time of the next competition.

Besides, the sanitation of the wells should be given top priority and drainage

B.D.Os. They should cover such block villages which are mostly endemic areas for malaria.

Since it is likely that the demand of block vehicle for different purpose may be pressing, it is suggested that alternative arrangements for transport for anti-malaria articles particular by the D.D.T. and equipment be made through people's participation, if such an exigency arises.

### **Anti-Guinea Worm Work**

Great emphasis should be laid on anti-guinea worm work during this Health Fortnight. In this respect, a circular has already been issued by the office of the Development Commissioner to all B.D.Os for preparing a list of villages in which incidence of anti-guinea work is very high. The B.D.Os will also prepare a list of wells in the villages which are undertaken for the purpose. It is intended to launch this programme in two directions: (1) temporary measures by way of super-chlorination of water in wells and Baoris. This is to be done by mixing bleaching powder in the ratio of 1 oc. to 100 gls. during the night. This treatment is to be given thrice during the Health Fortnight. (2) Conversion of step wells into draw wells. This programme which is to be initiated during the Health Fortnight, is to be carried through on long-term basis. In order to achieve the desired success in this respect a vigorous and effective educative drive will have to be undertaken, so as to obtain active cooperation of the villagers by removing whatever prejudices they may have against such conversions. One of the essential features in the conversion of step wells into draw wells would be to provide adequate facilities by way of pulley with a bucket and chain for drawing the water from wells. This conversion work is to be undertaken by the B.D.Os who would be provided with adequate finances, and arrangements in which respect are being made at the State level.

### **Baby Shows**

Baby Shows are to be organised exactly in the same way as it was done in the last fortnight. This should be arranged at :

1. V.L.W. Circle level.
2. Block Level
3. District Level.

Prizes according to the scales indicated below should be awarded :

- |                                      |    |    |          |
|--------------------------------------|----|----|----------|
| 1. For competition at village level  | .. | .. | Rs. 2/-  |
| 2. For competition at block level.   | .. | .. | Rs. 14/- |
| 3. For competition at district level | .. | .. | Rs. 30/- |

The B.D.Os will raise funds for meeting expenditure to be incurred on prizes to the competitors. If finances to a large amount could be raised, scale of prizes may also be increased. Those prizes will consist of utility articles for V.L.W. circle level and block level. Cups or shields may be awarded at district level.

Competition for the Baby Shows at V.L.W's circle level and block level should be for infants (children up to 1 year's age) and toddlers (children in the age group of 1-5 years) while at the district level, it should be only for toddlers. Transport for competitors at the block level and then to district level shall be arranged by the B.D.Os. Children adjudged best in order of merit viz. first, second and third at V.L.W's circle level will be sent to the block level babyshow and likewise those adjudged the best—first, second and third—will be sent to district level baby show. Arrangements should be done by the B.D.Os by the end of

September to purchase the prizes. A panel of judges in block and district levels should include non-officials such as M.L.As and/or M.Ps of the block and districts in addition to the District Medical Officers and District Development Officers. At the V.L.W's circle it may not be possible for the medical officers to go round each village and, therefore, he may depute one of his senior compounders to take part in the selection of the healthy children. He would assist a committee to be constituted for the purpose by the B.D.O.

### **Surgical Camp**

Surgical camp will be organised by the Superintendent, Surgical Mobile Unit at Paota (Bassi Block) in Jaipur Division with effect from 6th October. Necessary arrangements in this respect will be made from Headquarters. The B.D.O. Bassi will, however, render all necessary assistance in the organisation of the camp.

### **Health Education & Health Exhibition**

The period of Fortnight should be devoted for launching a mass scale-health education drive by means of popular talks, lectures, posters, leaflets, magic lanterns, cinema shows and health exhibition. The educative drive should preferably be taken up a fortnight earlier to the commencement of the health fortnight drive, so that the requisite tempo could be created for the successful implementation during the period of the drive. The B.D.Os will organise popular talks in the villages through the agency of village leaders, M.L.As, M.Ps or any other social worker. A brief note on the subject of talks will follow. This will help in making the people aware of their health and nutritional problems and steps they could take without any financial assistance to improve the general health and sanitary conditions in the villages.

The Administrative Officers will arrange a health exhibition at the district level. The folder giving a 'brief' of the activities to be taken up during this Health Fortnight will be issued shortly as was done during the last Health Fortnight.

Arrangements for providing magic lanterns and cinema projector will be made by the office of the Development Commissioner. Magic lanterns and cinema projectors available in the Community Development and the National Extension Service Blocks will be utilised to the maximum extent possible for exhibiting films on health problems. Films for this purpose will be arranged from the Medical Department, Films Division of Govt. of India, and five years Plan Field Publicity Unit.

In most of the block, cinema projectors have not yet been supplied. A programme of the available projectors in the various C.D. Blocks for exhibiting films in N.E.S. Blocks for 2-3 days is being drawn up and will be issued by the Development Department.

Some of the important items of the programme need to be covered by the Medical Officers during and after the period of Fortnight particularly the survey and treatment of rickety and under-nourished children and its follow up. It is imperative that the medical officers get adequate transport facilities to enable them to cover these items effectively. The B.D.Os will, therefore, make the block vehicle available to the Medical Officers for the purpose for their tour in villages and ensure that the Medical Officers are not strained and that the programme drawn up by them is not dislocated. It would be advisable to draw up in advance a monthly programme for requirement of vehicle of the Medical Officers and the B.D.Os should then adjust their own programme accordingly.



## RURAL HEALTH PROJECT IN U.P.\*

There is a great need to test and standardise existing sanitary conveniences and to work out newer and more effective methods of executing these improvements in the field of public health and although Health Education is the foundation on which the success of all rural health programmes depend nothing much has been done in this field so far. Similarly some other problems which need to be considered are housing, village replanning and certain aspects of training of village level workers and sanitary inspectors. Considering these needs the Planning Research and Action Institute of U.P. Government established a section on "Rural Health" in 1956. The section is concerned mainly with the phases of research and action and has begun by collecting data of existing field work. It will then carry out experimentation through pilot projects with an endeavour to solve these problems and adopt solutions to a practical village level.

The following principles will be used as a guide for planning and implementing the programme of the Rural Health Section :—

- (a) Projects will be selected according to the local felt needs of the people.
- (b) Participation of the local people in various projects started by the Section will be essential and the field work will be executed entirely by local project officials and villagers with technical assistance and guidance from the team members of Rural Health Section of the Institute.
- (c) Cooperation at all levels with official and other agencies will be stressed in order to utilise all ways of reaching the total population and to prevent unnecessary duplication of effort and expense.
- (d) Experiments and demonstrations will be undertaken under controlled conditions in the pilot projects beginning on a small-scale and then expanding to broader activities when success has been achieved.
- (e) Pilot projects will be financed according to the existing procedure laid out in the Community Projects and Intensive Development Blocks for securing people's contributions and allowing Government subsidy in respect of various items of sanitary constructions.
- (f) The team approach will be utilised in planning and carrying out the health projects drawn out by the section. The services of women workers will also be utilised in certain fields of work.
- (g) Surveys and evaluation of each work phase will be conducted to assess the results achieved in respect of the projects launched by the section.

### Environmental Sanitation and Water Supply

The environmental sanitation and water-supply programme has been divided into three stages :

- (1) workshop testing and experimentation;

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\* Extract from Publication No. 121 of the Planning Research and Action Institute, Planning Department, Lucknow, Uttar Pradesh.

- (2) field testing and action;
- (3) evaluation.

### **Workshop Testing and Experimentation**

At the Institute headquarters a sanitation workshop equipped with adequate facilities and personnel to design and construct various simple types of sanitary constructions has been set up. From field observations and discussions held with project personnel of various blocks in the State it has been decided that the following urgent items of work will be taken up :

- (a) to test; improve and standardise the design of squatting plates, bowls, septic tanks for various types of rural latrines. The defects in the existing types along with the specific improvements proposed to be introduced have also been mentioned under each item;
- (b) to improve the design of an economical boring auger for digging soakpits and box-hole latrines;
- (c) to devise durable and economical types of straight and bend pipes for use with soakpits, house drains and septic tanks and other types of latrines;
- (d) to fabricate a suitable type of cover and grit catcher for soakpits;
- (e) to experiment with more durable and economical types of pipes and channels for underground village drains with or without lane pavement;
- (f) to test the existing designs of smokeless chulhas and evolve an efficient working type;
- (g) to collect various designs of hand pumps available in the market and determine a suitable type where installation and maintenance costs may be minimum ;
- (h) to design simple but suitable types of ventilators for village houses.

### **Field Testing and Action**

After several months operation of the workshop the models developed will be experimentally field tested in two districts of the State viz. Lucknow and Etawah. The various devices will be tried out in a few selected villages and extension training centres under the closest supervision. The sanitary inspectors will make observations and record the reactions and opinion of the users. This data can point out necessary adjustments, if any, or improvements which can be made in the workshop. As a result of this kind of experimental field testing the items found working satisfactorily will be selected for an action programme beginning in four selected villages of one region of the State. This action programme will try out these sanitary devices on a larger scale to ascertain as to whether they are suitable for general adoption in that region. An attempt will be made to saturate the survey villages with as many of these items as is possible. The linked health programme will prepare a background for the same.

### **Housing and Village Replanning**

This project has been started on a very small scale in the initial stage and three villages have been selected in the Etawah District where the villagers themselves have taken up the lead in moulding bricks with their own labour. Subsidy has been given to them in the form of coal dust and technical assistance in surveying, replanning their village and rebuilding the houses will be extended in order to build a healthy village around people's own needs. Efforts to collect all existing literature and other relevant information on the subject from the Central Ministry of Housing, & Public Works Department, Research Labora-

tories, Village Replanning Dept. have been made. These ideas regarding housing improvement will be tried out in these three selected villages to see how they can apply under local conditions of this State. The first stage of field work will be to conduct a housing survey of each village designed to obtain information about the existing housing situation, what size and type of houses people want and what resources they have for building new houses. After this an engineering survey will be made, draw out new lay-outs and to finalise these with the consent of the villagers. One specific programme that has been included in this project is to plan and encourage construction of community cattle sheds. This item ranks high and will be incorporated into village replanning health education.



## COOPERATIVE DRUG DEVELOPMENT SCHEME, RANIKHET—U.P.

Hill districts of Almora, Nainital, Garhwal, Tehri and Dehradun are poverty stricken on account of meagre agricultural production, bad soil and geographical conditions, but they are very rich in medicinal herbs. On account of the great dearth of genuine and potent drugs, medicines are often sold in the market in adulterated form. In the circumstances, cooperative approach was the only hope and a scheme of collecting herbs on Cooperative lines has been started in hill districts with headquarters at Ranikhet. The Pradeshik Co-operative Federation, Lucknow, is financing the scheme entirely without getting any subsidy or financial help from any other source.

The Drug Development Scheme has three phases :

1. Collection of herbs on scientific lines.
2. Cultivation of drugs.
3. Manufacture and sale of medicines.

The collection work is done through Cooperative Societies which are located near the sites where the various drugs are found in wild state, and is being supervised by a Group I Officer. The contract of the forest is obtained from Government by paying Royalty. The members pass on their collections to the societies and receive wages for their labour. The societies hand over the stocks to the Pradeshik Cooperative Federation and obtain collection charges. At Pradeshik Cooperative Federation Collecting Centres these herbs are cleaned, sorted, properly graded and then supplied to consumers. In this way, the scheme not only helps in the supply of genuine herbs at cheap rates but also provides employment to the poor people of these districts. During the year 1956-57, collection and sale of herbs amounted to Rs. 1,69,653/- and Rs. 1,10,898/- respectively.

Collection of herbs requires some skill. In the first instance, it is difficult to recognise them and then picking has to be done with care so that they may not be permanently damaged. For this purpose, training is imparted to persons engaged on making collections. A Cooperative Drugs Factory has been established at Ranikhet with a well-equipped Pharmaceutical Laboratory under the charge of a qualified Pharmaceutical Expert—a Government Officer. This Factory produces Ayurvedic medicines from its own collection of herbs and the quality of these medicines is therefore beyond doubt. The main attention has so far been paid to medicine chests which contain 23 medicines and have been supplied to Panchayat Raj, Social Welfare and Planning Departments. Now the production programme has been extended and 78 more medicines are being manufactured. The total sales of medicines during the year 1956-57 amounted to Rs. 1,92,365/- and the total produce of the year was worth Rs. 2,76,313/-.

The programme of cultivating important and rarely available herbs at Ranikhet has also been undertaken so that their stock may be developed.

This scheme was so far being worked in Nainital and Almora, but has now been extended to Tehri, Garhwal and Dehra Dun also. The Scheme was started in the year 1951 and the production of medicines was taken up with effect from 1955. This is an ambitious scheme and there is ample scope for the work to be done.

The Cooperative Drugs Factory has already been able to place in the market one-dose of medicine at less than a pice for each common ailment. It proposes to extend its manufacturing programme to another 100 items that are commonly used by the ayurvedic practitioners. The idea is to cater for the dispensary needs of the Vaidyas of all descriptions so that the Vaidyas are relieved of the great anxiety of preparing their medicines. Cheap packing of reputed medicines will also be introduced in the near future. Plans for the manufacture of some patent and proprietary medicines are also under consideration of the Factory.



## XVIII

### PHASED PROGRAMME OF EDUCATION IN THE MADRAS STATE

#### Courses of Studies at Present in Force

*Elementary Education.* The statutory definition of Elementary Education in this State is as follows :—

“Elementary Education means education upto and including Standard V of an elementary school or upto and including class 5 of a secondary school; and, for purposes other than compulsion also includes education in Standards VI, VII and VIII of an elementary School.”

The total duration of elementary education is eight years. It is divided into Primary or Lower Elementary Stage and the Higher Elementary Stage. The lower elementary course of studies covers five years and the higher elementary course covers three years. The rules prescribe a minimum of 220 school days each year (which include, however, eleven days when the teachers may be on other duty). They also prescribe a 5-hour day. It will thus be seen that the minimum duration of Lower Elementary Course is 5,225 hours. This total is divided into two almost equal halves between Language, Elementary Mathematics, History and Geography, Civics and Hygiene on the one hand; Music, Handicrafts, Nature Study and Gardening, Physical Training and Moral Instruction on the other. The Higher Elementary Course of studies covers three years or a minimum of 3,135 hours in all. It differs from the Lower Elementary Course, in the following respects :—

- (i) Academic Education in the Lower Elementary Course is just about sufficient to bring about permanent literacy. The Higher Elementary Course raises the level of both literary attainments and general knowledge to what is regarded as a desirable common minimum for all citizens.
- (ii) There is a larger allocation of curricular time in the Higher Elementary Course for academic education. Whereas the allocation is one-half of the total in the Lower Elementary Course, it is three-fifths in the Higher Elementary Course.
- (iii) Whereas handicrafts are almost purely recreational in the Lower Elementary Course, they become 'Pre-vocational work' in the Higher Elementary Course.

Admission is made to the first year of elementary education upon completion of five years.

*Basic Education.* There are two different types among Basic Schools as among elementary Schools ; the Junior Basic Schools corresponding to Primary Schools and the Senior Basic Schools corresponding to Higher Elementary Schools. The course of study in Basic Education is continuous and planned as a single eight-year course. The division of this course into two successive stages of five years and three years is not, therefore, a necessary feature of the Scheme.

*Secondary Education.* Secondary Education is not strictly defined. It is intended to cover all the courses of studies provided in Secondary Schools beyond the primary stage as statutorily defined; that is to say, after the first five years of schooling. Secondary Schools are of two types, viz. High Schools and Middle Schools. High Schools make provision normally for six years after primary schools, in what

are called, Forms I to VI. Some high schools may also contain provision for classes I to 5 where they provide the Lower Elementary course of studies. Middle Schools are secondary schools in which provision for education, beyond the primary stage, is limited to forms I to III.

There is a prescribed course of studies in Forms I to III of all Secondary Schools. It is parallel to the Higher Elementary Course in as much as it covers the same period, viz. the sixth, seventh and eighth years of school-education. Yet it is explicitly excluded from the scope of Elementary Education by the statutory definition referred to above.

The last three years in High Schools (forms IV to VI) are distinguished from all earlier years in other schools by a special circumstance. Whereas, in earlier stages, there is only one course of study in the same year of the same school, there can be more than one course or study in the same year of the same school so far as Forms IV to VI are concerned. All the parallel courses are, however, inter-related and regulated by a single course for the award of the "Secondary School Leaving Certificates." These courses are referred to as the S.S.L.C. courses. Admission to these courses are made mainly from among pupils who have passed the III Form in Secondary Schools. Admission is also made of other pupils who (having completed the Higher Elementary Course with English as an optional subject) appeared for the Elementary School Leaving Certificate Examination and have been declared eligible for admission to S.S.L.C. courses.

The most important among the S.S.L.C. courses is known as the Academic Course. The alternatives to the Academic Course are collectively referred to as the 'Bifurcated courses' or the 'Diversified courses'. The idea underlying these courses is that a hard core of essential academic subjects should be retained as a common factor and pupils who take diversified courses should receive the same instruction in these subjects as pupils who take the academic course. The rest of the curricular time should be devoted to what may be called "Prevocational preparation" of an essentially practical nature. The bifurcated courses introduced in this State are (i) the Secretarial Course, (ii) the Pre-Technological Courses, viz., (a) the Engineering Course, (b) the Agricultural Course, (c) Textile Technology Course (iii) The Teaching Practice Course and (iv) The Aesthetic and Domestic Course intended for girls.

### Changes Proposed

It is proposed to reorganise the course of studies in this State. The Committee of the State Legislature constituted to assist the Minister for Education in finalising the Education Scheme for the State has recommended a Ten-Year Programme of reorganisation of the courses of studies in schools and a Ten-Year programme of reorganisation of Primary Education. The main features of these programmes are the following:

The present S.S.L.C. Course of 3 years should be reorganised as 4 year courses of secondary education on the lines recommended by the Secondary Education Commission. The Elementary Education course should be compressed from 8 years to 7 years without any loss of content. It should be made available as the common course in all schools during the first seven years of the 11 year schooling system. The differences between the Junior Secondary (Middle School) course and the Higher Elementary course should be removed and there should be one course only. The existing differences between Basic Education and non-Basic Education should also be removed, within the next ten years. The objective of compulsory education as required by Article 45 of the Constitution of India should be limited to the first five years of schooling and the time-limit should be extended to 10 years. Five-Year schooling should be made compulsory in every village and every town of the State by 1965-66. The scheme should be

introduced in selected Development Blocks where the National Extension Service Scheme has already been in force for not less than one year. The National Extension Scheme is planned to be introduced in all villages of the State by the end of the Second Five Year Plan period. This scheme will be introduced in the wake of the National Extension Service Scheme. It will take five years for this scheme to take full effect. Thus, a phased programme of compulsory enrolment will be carried out throughout the State and completed before the end of the Third Five Year Plan period. The towns in which compulsion has not been already introduced will be taken up, separately, but concurrently and compulsory education extended to them also. While effecting the selection of new blocks special regard will be had to existing educational backwardness. Those areas in which the enrolment rates are at present very low will be selected earlier than others. While active stimulation of enrolment under the scheme may be limited to the selected blocks, the normal demand for increased admissions will be met in other blocks.





**MANGAL DAL****PILOT EXPERIMENT IN RURAL YOUTH ORGANISATION**

**Conducted By Planning Research & Action Institute, U.P.**

**Purpose and Scope**

The purpose of Rural Youth Organisation is to develop people into better cultivators and cultivators into better people by making available to farm youth the best knowledge and skills ; and to build the attitudes, values and habits needed to produce intelligent, well-informed, useful citizens for the villages, for the State, for India and for the world. A guiding principle is to "learn by doing" and, so far as possible, "to earn while learning".

It was decided, before embarking upon a programme for the establishment of youth clubs on a large scale, to conduct pilot experiments in selected areas. The aim of these pilot experiments was to find out the best approach and methods and to determine the most fruitful programmes by trying them in small areas under close observation and guidance of specialists with a view to later step-by-step expansion of the work in other areas on tried and proved lines.

The pilot projects begun by the Planning Research and Action Institute in 1954 at Ballia and Etawah served as the experimental laboratories to discover the mistakes and difficulties to avoid and to find the best programmes, organisational pattern, techniques and methods. Ideas borrowed from other countries or Indian States or originated in the Institute itself were tried to determine their application to and practicability for the requirements of U.P. The scope of the pilot projects in youth work was necessarily limited by our limited resources and by the need for thoroughness and concentration as essential to a planned approach.

**Objectives**

The programme envisioned in the pilot projects is a specialised educational enterprise for rural youth. As such, it shares in the objectives common to all educational programmes aiming at physical, mental and moral development. It also has distinctive objectives as enumerated below :—

- (1) To help rural boys and girls develop desirable values, ideals and standards for (a) farming, (b) family life, (c) community life, (d) citizenship and (e) leadership ; and a sense of responsibility for their attainment as an ambition for a fuller and richer life.
- (2) To give rural boys and girls technical instruction in (a) farming, (b) home-making, and (c) community leadership through training in practical and profitable, individual and group projects, such as vegetable and crop-growing, gardening, tree-planting and animal-rearing, on improved lines.
- (3) To train the youth in co-operative action as a means of increasing personal accomplishments and solving community problems by practising co-operation with others in community efforts for the common good in joint projects, such as, Shramdan, community tree plantation, operation of co-operative societies and other community organizations, and group agricultural projects, and by these means to learn the duties and responsibilities of citizenship in a new democracy.

- (4) To develop such leadership qualities as self-reliance and devotion to duty by exercising group responsibilities through active club membership, service on club committees, fairs, camps, competitions, tours, judging contests and holding club offices.
- (5) To develop scientific attitudes towards the problems of the farm, the home and the community ; to arouse a desire to learn to acquire an intelligent understanding and to teach them the value of research.

### **Technique and Methods of the Pilot Experiment**

Concentration, thoroughness and follow-up are the essence of the pilot project approach. Accordingly, the work was started in a small area with close concentration under specialists' guidance and supervision. The significant results, successes as well as failures, were closely analysed and further expansion of the programme has been prepared on the basis of these analyses. It is a "Research-Action" project with a scientific and practical approach with enough coverage in a number of areas to make sure development is not artificial. In brief, the purpose in line with Planning Research and Action Institute objectives and methods is to test the development of youth work in several districts and then to turn over the proved results to the appropriate operating organisations for incorporation into the normal development programme.

### **Selection of Districts and Villages**

To begin with, the work was started in Etawah and Ballia Districts. In Etawah District two villages, Sherpur and Sonvarsa, situated near the Project Headquarters, were selected. The work was organised by the Junior Associate to the Specialist on Extension, who lived in one of the two villages and worked closely as Youth Leader with the boys in the selection, planning and implementation of the individual or group projects and participation in the community life. Seminars were held with boys in either the Junior High School, Sonvarsa, Janata Vidyalaya Intermediate College, Bakewar, or any other suitable place in the village so that they came fully to understand and appreciate the details of the projects and the programme they selected to carry out. The V.L.Ws. of both villages, Extension teacher, Social Education teacher and at least one volunteer village leader were associated with the work as observers. They did not work with the boys like the specialist worker but observed the work with a view to organizing similar work in other villages after the initial stage of experimentation. During the first six months, the specialist worker concentrated solely on these selected villages. Later on, he was assigned to 3 additional villages to supervise work which had started there under influence of the original two villages. In addition, he served also as consultant on youth work to the V.L.W. in charge of five selected villages more distant from his headquarters.

### **Work in Ballia District**

Simultaneously, the work was started in Ballia District on a somewhat different footing. Some useful work had been done in this district by the social education and other staff of the Community Project. This work was continued under specialist guidance, help and supervision from the Institute. In order to determine how far this work can be carried out by the existing staff, such as, the V.L.W., field teacher, extension teacher, social education teacher (adult teacher), and volunteer worker, no specialised youth worker was provided. A separate organisation for youth work from top to bottom is neither desirable nor feasible on account of the waste due to duplication, over-lapping and lack of co-ordination and for want of adequate resources. The existing

institutions, agencies and resources should be utilised and should be supplemented only to the minimum necessary extent within the means of our country. The most that the State can provide is one youth worker for each two blocks. At the village level, we have to depend on volunteer workers, particularly the part-time social education teacher, led and assisted by the normal development set-up such as the village level workers, field teachers and extension teachers in Community and N.E.S. projects.

### **Further Expansion**

Special care was taken to keep expansion fully backed by trained personnel, literature and other essential supplies and to prevent too rapid expansion of the youth organizations to villages where proper guidance is not available or where thorough ground work has not been done. Interest in youth activities should, by all means, be encouraged but formalization of the work in villages should be carried out only when an adequate cadre of staff members trained in youth work has been developed.

As a first step in that direction, the Institute recommended that intensive training in youth work be made a part of the curriculum of all training centres for development personnel. It was recommended that at least one-sixth, including time for field work, of each complete personnel training period should be devoted to the subject. All this has been started and will be continued until enough people have been trained to fill all required positions. The pilot project clubs now operating under the Institute will continue to serve as demonstration and sight-seeing areas in connection with this training course. Upon returning to the centres after completion of the course, each trainee was equipped with a syllabus to integrate into the curriculum of his centre. This first step in expansion beyond the original pilot projects in youth work was intended to test the general applicability of lessons learnt and experience gained under less concentrated and controlled conditions. It was intended, also, as an interim phase preliminary to turning the work to the appropriate operating organization or co-ordinated organizations. A second more drastic expansion under complete control of the appropriate operational organization is then recommended for certain areas where personnel has been trained in this work.

### **Techniques**

The basic technique of the Youth Programme is to learn by doing and to earn while learning. The members of the club undertake various individual or group projects according to their aptitude and opportunity with the constant technical guidance and help of Extension workers. They conduct farm, home and the community enterprises with an intelligent understanding of the various programmes, possibilities, problems and the possible means of overcoming them. Thus, they will develop profitable and desirable habits, increase their income and standard of living, create better homes and home environment through more healthful and hygienic living, and use leisure better through cultural, social and recreational activities, including games and sports, camps, competitions, tours and fairs.

Rural youth work is an integral part of social education and agricultural extension, regarded not merely as an important side-line but as a main plank of the programme.

The youth clubs, hereafter also referred to as "Mangal Dals", are voluntarily joined and democratically organised groups of young people working under the guidance of local volunteer leaders, trained, assisted and guided by the appropriate Community Project and other extension staff, such as, village

level workers, field teachers, extension teachers of the junior High Schools, other selected teachers, P.R.D. workers, etc.

Club members elect their own officers, plan and conduct their own programmes, hold regular meetings, and take part in community improvement. The adult leaders, whether official advisers named above or volunteer leaders, serve only as friendly consultants to guide the individual members and the club.

The clubs are concerned with practical economic activities designed to improve practices in agriculture and rural development as well as cultural and recreational activities to raise the educational level and community spirit of the villages.

Any youth, literate or non-literate, between the age of 12 and 20 years, who, with parental consent, agreed to "learn to do by doing" in some worthwhile activity in farming, home improvement, or community development may become a club member. The purpose and activities of the club are strictly non-sectarian and non-political.



## A STUDY ON THE INTEGRATION OF FUNCTIONS AT THE VILLAGE LEVEL IN UTTAR PRADESH

The Multi-purpose Village Level Worker (Gram Sewak) stands at the base of the whole development set-up. In the introduction of agricultural techniques, promotion of public health measures, animal husbandry, cooperatives, social education and the organisation of community activities for common welfare he is our extension worker *par excellence*. He also represents the new arm of the administration—the welfare arm. Through him and through the Community Projects programme of which he is our principal exponent in the field, the idea of the Welfare State takes a concrete form in the minds of the rural people.

The popularity of the Multi-Purpose V.L.W. System springs from the fact that it is regarded as the most economical, effective and convenient set-up appropriate to the villagers' simple needs and conditions and free from the handicaps of the Single-Purpose Worker System, viz., (a) unmanageable area of operation, (b) inadequate contact with the people, (c) seasonal pressure of work alternating with comparative idleness and (d) lack of team approach and departmental coordination. While the success of this system has to be judged by the extent to which the above difficulties have been overcome, it is equally necessary to safeguard against an excessive work-load and an inordinate increase in the multiplicity of his functions. With the Gram Sewak firmly established in the village, the demands on his time and energy have been increasing. On the other hand, the villager approaches him for the solution of his difficulties to an increasing extent and on the other the Departments through their district and Group Level Specialists press for the realisation of higher and higher targets in each of the fields of project work and for an increasing volume of information and reports from the field.

Alongside the Gram Sewak, a number of departmental Single-Purpose functionaries continue to work at the village level with overlapping jurisdictions. They are the Panchayat Secretary, Co-operative Supervisor, Assistant Agricultural Inspector, Cane Supervisor, Vaccinator, Veterinary Stockman, P.R.D. Zone Worker and Lekhpal. The question has been asked whether the duties of these functionaries could not conveniently be combined with those of the Gram Sewak. Already in the Pilot Project, Etawah, the duties of all the functionaries except those of the Lekhpal have been combined in a single Multi-purpose Gram Sewak operating in a relatively smaller area. The Planning Research and Action Institute, therefore, took up this study to evaluate the role, the work-load, and the relationships of the Gram Sewak with a view to recommending the most appropriate combination of functions and area of operation in the context of the existing situation in development projects in Uttar Pradesh.

### Objectives of the Study

The objectives of the study of the "Evaluation of the Role of a Gram Sewak" were defined by the Project Committee to be as follows:—

“(a) The main objectives of this enquiry are:

- (1) to evaluate the role of the Gram Sewak as it is evolving in the context of the present changing U.P. development pattern;
- (2) to analyse the Gram Sewak's present work-load and distribution;

- (3) to study the total context of the Gram Sewak's relationships with the various development departments, with the project officials, with other Gram Sewaks and the single-purpose workers at the village level and with the villagers.
- (b) The secondary objectives are :
- (1) to make recommendations relative to his role, work-load, inter-personal and group relationships, and such other factors as the data may permit;
  - (2) to delineate a larger study on the basis of hypotheses emerging from this and other Gram Sewak studies now in process."

### Method of Study :

For the purpose of this study, the districts of Garhwal, Deoria, Lucknow, Etawah, Jhansi and Meerut were selected as typical districts from the various zones of the State, besides Etawah which was included in the study on account of the pilot nature of the most highly developed concept of multi-purposeness of the Gram Sewaks serving in that district. All the Community Projects and N.E.S. Blocks that had been working for more than a year in these districts were included in this study. They are as follows :

<i>Sl. No.</i>	<i>District</i>	<i>Zone</i>	<i>Project/Block</i>	<i>CP/NES</i>
(1)	Garhwal	Hills (North)	a. Tharali b. Dhangu	(C.P.) (NES)
(2)	Deoria	East	a. Salempur b. Kasia c. Captainganj	(C.P.) (C.P.) (NES)
(3)	Lucknow	Central	a. Goshainganj b. Sarojininagar c. Bakshi-ka-talab	(NES) (NES) (T.E.P. cum- NES)
(4)	Etawah	Special	a. Mahewa b. Bhagyanagar c. Lakhna	(P.P.) (P.P.) (P.P.)
(5)	Jhansi	Bundelkhand (South)	a. Moth b. Gursarai c. Mauranipur	(C.P.) (C.P.) (C.P.)
(6)	Meerut	West	a. Loni	(NES)

Keeping the objectives in view, four questionnaires were drawn, three to be administered to :

- |  |   |
|--|---|
| (a) all the multi-purpose Gram Sewaks,   | } working in the pro-<br>jects/blocks referred to<br>in para above. |
| (b) all the single-purpose functionaries, and  |   |
| (c) all the group-level and district-level officers<br>and the fourth, i.e.,   |   |
| (d) villagers' questionnaire to be administered to 10 per cent randomly selected heads of families as well as to all non-official village functionaries in 5 per cent randomly selected villages in each of the projects/blocks mentioned above. |   |

The objectives of the study and the implications of the questions were explained at the Project/Block level staff meetings to the functionaries of categories (a) and (b) above and the questionnaires were got filled up by the various officials

at these meetings under the supervision of the Institute staff, while detailed written instructions were issued to the officers of category (c) regarding each question and the questionnaires duly filled in were received from them by mail subsequently. The villagers' questionnaire was administered by the Institute staff who interviewed the randomly selected heads of families and the non-official functionaries formally, and filled up the questionnaires themselves,

In the course of the visit to Project/Block headquarters it was found that in the Project areas of Salempur and Kasia in Deoria district, the Panchayat Secretaries were working as full-fledged Gram Sewaks in limited areas. For instance, if there were five Gaon Sabhas under a Panchayat Secretary, three of them were entrusted to the Gram Sewaks for all work and the remaining two were looked after by the Panchayat Secretary together with the duties connected with the Panchayati Adalat. Thus both the Panchayat Secretary and the Gram Sewak were working as multi-purpose functionaries with usual difference in pay status. It was also found that N.E.S. Blocks of Loni (Meerut) and Dhangu (Garhwal), where the full quota of the Gram Sewaks had not been posted and the area was too vast, particularly in Dhangu (Garhwal), had been covered by the available number of the Gram Sewaks. In the areas where no Gram Sewaks had been posted, the Panchayat Secretaries were for the time being carrying out, as far as they could, the various functions of the Gram Sewaks as well in addition to their own duties. In the case of Salempur and Kasia where this system has been working for a pretty long time, therefore, the Panchayat Secretaries were allowed to fill up the 'Gram Sewak' questionnaire.

Apart from the four questionnaires, certain record proformae were also prescribed for collecting supplementary data from various sources. These were:

(a) Field Investigator's statement regarding sampling particulars about each village covered by the villagers' questionnaire and the time taken in conducting the interviews;

(b) Particulars of the officials—officers working in each Project/Block on village, group and district levels;

(c) Circle jurisdiction of all the Gram Sewaks and the Single-Purpose functionaries functioning at the village level in each Project/Block, in terms of number of villages and population;

(d) Gram Sewak-wise break-up of the targets and achievements in each Project/Block for the year, 1954-55;

(e) Maps of the Projects/Blocks showing circle jurisdictions of the Gram Sewaks, the Panchayat Secretaries and the Lekhpals; and

(f) Personal diaries of all the Gram Sewaks and/or Panchayat Secretaries working as Gram Sewaks, on a standardised pattern for one month only from the date of group interview.

The D.P.O.s', Dy. P.E.O.s' and B.D.O.s' were also requested to send their detailed comments about the various aspects of the study on the basis of their personal experience and all field investigators had been instructed to hold group discussions in as many villages under study as they possibly could in order to bring out the general village background and the people's general attitude towards the various aspects of the community development programme. Similar group discussions were also held with the Gram Sewaks and the single-purpose functionaries after they had filled up their questionnaires and fullest possible scope was allowed to them to express their difficulties and problems in their day to day work and significant points recorded by the Institute staff.

The response from the Projects/Blocks in furnishing the requisite information in the prescribed forms was generally satisfactory except in respect of the G.L.W./D.L.W. questionnaire which was filled up by very few District Level Officers and the maintenance of the daily diaries by the Gram Sewaks which was not done by all the Blocks or was done incorrectly by some of those who did it. The entire field work was completed within ten weeks from May 25, 1955 to August 4, 1955. The total figures for each questionnaire for all the Projects/Blocks are given below :

(a) Gram Sewaks	257
(b) Single-purpose functionaries	512
(c) Group Level Workers	96
(d) Villagers (Family Heads)	788
(e) Villagers (Non-official functionaries)	117
Total	1770

The Principal conclusions of the Study are summarised below :—

1. *Desirability of Multi-purposeness* :—Leaving aside a few exceptional cases, the villagers' knowledge about the whereabouts of the Single-Purpose functionaries (except the Panchayat Secretary and the Lekhpal) is poor under all strata. While the Panchayat Secretary and the Lekhpal are more popular than the remaining 6 categories of Single-Purpose functionaries under all strata, the Gram Sewaks are, under normal conditions, much more popular than these most popular ones among the Single-Purpose functionaries. The fact has, however, to be noted that in a number of Projects/Blocks the number of the Gram Sewaks is smaller than the number of Panchayat Secretaries and/or the Lekhpals, meaning thereby that the area of operation of the Multi-Purpose Worker is larger than that of the Single-Purpose Worker, which contradicts the very fundamental principle of the Multi-Purpose System.

2. *Frequency of visits* :—The Gram Sewak is not only the most popular of all the Government functionaries at the village level under normal conditions, but the frequency of his visits to the villages too is much higher which assures that his contacts with the villagers are likely to be much more adequate than any other functionary. The fact that the Gram Sewaks' popularity and greater frequency of visits are comparatively more pronounced in the CP areas than in NES areas and in CP/PP areas than in N.E.S. areas is indicative of the fact that the smaller the area of operation and the greater the multi-purposeness and intensiveness of the programme, the greater are the chances of greater contacts with the people.

3. *Development officials heard and contacted* :—Except the Panchayat Secretary in Captainganj and BKT and the Lekhpal in the latter Block, none of the Single-Purpose functionaries is normally considered to be a development official and contacted as such by the villagers. The Gram Sewak is considered to be the development official *par excellence* by the villagers.

4. *Validity of Villager's Verdict* :—The Gram Sewak does not only surpass all the single-purpose functionaries in respect of the knowledge of the villagers regarding his whereabouts and the frequency of his visits to the villages, but he also stands first almost without a second in respect of being considered to be the development worker at the village level, and is the most highly contacted Government functionary at the village level.

5. *People met by Gram Sewak* :—The Gram Sewak's contacts with the villagers are not only broad-based and constant, but they are also purposive, and their utility has been well-recognised by the villagers.



6. *Multi-purpose coverage of Gram Sewak's contacts* :—The Gram Sewak is helping the villagers on a multi-purpose plane with varying degrees of coverage from stratum to stratum and programme to programme. This is natural too, since the intensity of contacts for various purposes and under different strata is a function of multiple variables.

7. *Opinions regarding Desirability of Multi-purposeness* :—On the whole, the villagers as well as the non-official village functionaries either do not know the multi-purpose worker system as distinguished from the single-purpose worker system or if they know that, they are overwhelmingly in favour of the former unless in a particular area the multipurpose worker system has not been fully availed of by the people, irrespective of the fact whether it was due to lack of demand for the same on the side of the villagers or to lack of multi-purpose help from the Gram Sewak in spite of demand.

8. *Deeper analysis necessary* :—Generally speaking, the stratum-wise analysis also holds good for constituent Projects/Blocks in each stratum, with some variations here and there. On the whole, the multi-purpose system has been favoured more overwhelmingly by those who have actually availed of the effective multi-purpose service than those who have not availed of the same, and the percentages of those availing of the effective multi-purpose service and not knowing the system are much less than those not availing of the same. Consequently, the conclusion drawn earlier regarding the verdict of the villagers about the desirability of multi-purposeness stands and it can be said further that the more effective the multi-purpose service actually rendered, the greater are the chances of the recipients favouring the system and appreciating its implications. It is, therefore, concluded that not only does the multi-purpose system find favour with the villagers who know, but it has also a great potential possibility of being favoured by the villagers still more as it is availed of more and more effectively. The fact that quite a sizeable percentage of the villagers has received either no service at all or has received it only in one programme, does not however mean that multi-purpose service has necessarily been inadequate in their case, since the extent of service rendered by the Gram Sewak is a function of quite a number of variables, all of which have to be examined before any conclusion can be drawn.

9. *Villagers' Reasons for & against Multi-purpose System* :—Even in its present stage of enforcement, the multi-purpose system, as it varies from Project/Block to Project/Block and as far as it could be understood by the respondents in the different areas within their own set-up of circumstances, including the enlightenment provided by the questionnaires itself and by the method of administration of the same, has been highly favoured by the villagers and has further possibilities of still greater approbation from them.

10. *Single-Purpose Workers' Opinions* :—On the whole, the reasons advanced by the various functionaries are not at all insurmountable in order to rope them in the multi-purpose setup and in the long run, even the large number of 31% of the Lekhpals who have indicated their unwillingness to become multi-purpose Gram Sewaks can be attracted to the favourable camp.

11. *Opinions Regarding Extent of Multi-Purposeness* :—All the single-purpose functionaries at the village level, the Group Level Workers and the Gram Sewaks were required to give their opinions about the functionaries whose duties could be conveniently combined into those of a single multi-purpose worker.

Among the three single-purpose functionaries a large majority of whom did not like to become multi-purpose Gram Sewak, the Assistant Agricultural Inspector favours the functions of the Cane Supervisor and the Vaccinator only to be combined with his own, the Stockman would take up the additional functions of the Vaccinator and the P.R.D. Zone Worker with lesser willingness

for those of the Assistant Agricultural Inspector and the Cane Supervisor, and none of the two would like to assume the more onerous duties of the Panchayat Secretary, the Co-operative Supervisor and the Lekhpal. The P.R.D. Zone Workers, on the other hand, are overwhelmingly in favour of combining the functions of all the functionaries into one multi-purpose worker.

The remaining 5 single-purpose functionaries have favoured the combination of the functions of all except those of:

- (a) Cane Supervisor by *Panchayat Secretary* ;
- (b) Lekhpal by the *Cooperative Supervisor* ;
- (c) All functionaries except those of the Cooperative Supervisor and his own by the *Cane Supervisor* ;
- (d) Lekhpal by the *Vaccinators* ; and
- (e) the Cane Supervisor, the Stockman and the P.R.D. Zone Worker (only marginally though) by the *Lekhpals*.

On the whole, the functionary whose duties are least desired to be combined with those of the Gram Sewak is the Lekhpal.

*G.L.W.s' opinions*—The responses of the G.L.Ws. were examined with reference to individual programmes and the G.L.Ws. concerned with each programme were grouped together. The trend of opinions of each category of G.L.Ws. was more or less similar, meaning thereby that the views of the G.L.Ws. had been sufficiently crystalised regarding the problem under study. In the case of the G.L.Ws. the functions of the Panchayat Secretaries were split up into his development work, records and returns, and tax realisation, while those of the Co-operative Supervisor were clearly defined to be those connected with primary societies. While the G.L.Ws. have favoured the combination of the functions of all the functionaries except those of the Lekhpal to which they are clearly opposed, they are also much less sure about the records and tax realisation.

*Gram Sewaks' opinions*—In the case of the Gram Sewaks, apart from the defining of the functions of the Panchayat Secretary and the Cooperative Supervisor as in the case of the G.L.Ws, the functions of the Assistant Agricultural Inspector were also defined to be those of agricultural extension work only, while those of the Cane Supervisor were split up into planning work and cane marketing functions. The opinions of the Gram Sewaks too are sufficiently crystalised under all strata. Detailed analysis shows that the functions of the various functionaries desired to be combined by the Gram Sewaks fall under three categories. *Firstly*, the functions of the Panchayat Secretary in respect of development work, those of the Cooperative Supervisor in respect of primary societies, of the Assistant Agricultural Inspector regarding agricultural extension, Cane Supervisor's work on the planning side, and the functions of the Veterinary Stockman and the Vaccinator are overwhelmingly favoured to be merged together. *Secondly*, the cane marketing functions of the Cane Supervisor have been overwhelmingly favoured by the Gram Sewaks in the areas concerned, particularly in district Deoria which is the principal cane-growing area represented in this study. *Finally*, the functions of the Panchayat Secretary connected with records and returns and tax realisation, those of the P.R.D. Zone Worker and the Lekhpals have scored divided opinions, although the weight of opinions favouring their combination too is quite considerable even at present. Subsequent analysis of the work-load of the multi-purpose Gram Sewak alone will enable us to visualise how far a combination of the various functions is immediately possible and how far ultimately it can be effected through appropriately phased adjustments and re-adjustments.

### Work-load of the Gram Sewak

The factors that influence the work-load of the Gram Sewak are : (a) Area of operation ; (b) Items of work and their seasonal variations ; (c) Records and Returns ; (d) Hours of work ; and (e) Coordination of the multiple functions.

12. *Area of operation* :—There are considerable variations in the areas of operation of the Gram Sewak in the various strata as well as in the constituent Projects/Blocks in each stratum, on account of varying sizes of the villages, the density of population, geographical factors and the allotment of the Gram Sewaks in the C.P. and N.E.S. areas on different footings. Average number of villages per Gram Sewak, average population and average distances from circle headquarters of the Gram Sewaks to their respective Project/Block headquarters and the correspondingly minimum and maximum figures were analysed.

*Hill District*—The number of villages assigned to a Gram Sewak and the distances to the Project/Block headquarters are the highest in the hill district, although the average population is not so large. An average of 57 villages per Gram Sewak circle and a maximum distance of 32 miles to the Block headquarters in the N.E.S. Block, Dhangu, clearly mean that the circles are too big to be effectively handled. It is not unusual for a number of Gram Sewaks to spend a week in travelling for the monthly staff meeting at the Block headquarters.

*Plain districts*—In the plains, while in the C.P. and C.P./P.P. areas the average number of villages varies from 5 to 8 in the former and 3.5 to 7 in the latter with corresponding average populations ranging from 3,000 to 4,500 and 3,000 to 3,500 respectively, in the N.E.S. areas the average number of villages varies from 10 to 17 and the average population about 8,000 to 14,000 per Gram Sewak with Loni having on the maximum side the highest figures of 21 villages and 16,000 population. Analysis shows that the allotment of the Gram Sewaks to different Projects/Blocks certainly lacks a rationale behind it from the point of view of comparative workload.

Since the sizes of the villages in terms of population vary considerably, the population factor is equally important as a measure for the area of Gram Sewak.

13. *Extent of the areas of operation* :—The distances of the farthest villages from the circle headquarters in each Gram Sewak circle were examined. In the plains, 60% to 72% of the Gram Sewaks operate within a maximum radius of 4 miles and as many as 83% to 94% are covered up by the higher category of 0-6 miles. In the hills, only 27% of the Gram Sewaks in the C.P. area and 11% in the N.E.S. area operate within a maximum radius of 0-6 miles, and further 63% and 67% respectively have to operate within a maximum radius of 7-12 miles and the rest have to cover still more rigorous distances. It is also to be remembered that in the plains the Gram Sewaks use bicycles and are able to return home every evening after the day's work throughout the year. In the hills the working season extends over six to eight months only due to seasonal factors, no bicycles can be used and the Gram Sewaks have to travel on foot, marching onward and onward and back again, and they have to spend much greater time in travelling, frequencies of visits are naturally less and journeys more rigorous and tiresome.

14. *Extent of average daily movement* :—In the C.P. areas, in the hills and the C.P. and the C.P./P.P. areas in the plains, generally the Gram Sewaks have to travel to the extent of 0-10 miles daily, the N.E.S. areas in the plains too follow closely, but in the N.E.S. areas in the hills only 33% of the Gram Sewaks fall under this category and the remaining 67% of them have to travel 11-20 miles, which also applies to as many as 29% of the Gram Sewaks in the N.E.S. areas in the plains.

15. *Frequency of visits to Block Headquarters and other Government Offices*:—In the hills, the frequency of visits of the Gram Sewaks to Project/Block headquarters is once a month and to other Government offices it is nil. In the plains, on the other hand, the Gram Sewaks have to visit the Project/Block headquarters twice to four times a month and in some cases even more than four times, while the visits to other Government offices are much less. The distances involved in the plains are small comparatively.

16. *Visits cannot be curtailed*:—According to a vast majority of the Gram Sewaks and G.L.Ws., these visits are essential and cannot be curtailed, while those who suggested that they can be curtailed were unable to indicate any tangible proposals.

17. *Time required for travelling*:—A tentative basis for calculating time required for travelling may be one hour for every 12 miles as a maximum travelled on bicycle in the plains and 3 hours for the same distance travelled on foot in the hills. Break-up of the distances of the Gram Sewak circles headquarters from Project/Block headquarters indicates that while in the plains there are few circles at a distance of more than 12 miles, in the hills as many as 67% in the C.P. area and 44% in the N.E.S. area fall under that category. All such facts will have to be taken into account.

18. *Desired size of Area of Operation*:—In order to have an idea of the desired size of the area of operation of a Gram Sewak in terms of number of villages, the sequence of an analysis has been: (a) determination of the most suitable combination of functionaries for a Gram Sewak Circle; (b) the number of villages desired for the most suitable combination; and (c) the number of villages desired for a Gram Sewak circle with reference to the existing situation.

19. *Most suitable combination of functionaries*:—Study reveals that the best choice in the hills is that of a Gram Sewak plus a Lekhpal, while in the plain districts, the best choice is (a) a Gram Sewak only; (b) a Gram Sewak plus a Panchayat Secretary plus a Lekhpal, and (c) a Gram Sewak plus a Lekhpal only in the same order of preference, except in some of the N.E.S. areas where higher combinations have been preferred as the second best choice.

It is interesting to compare the responses of the multi-purpose Gram Sewaks in the C.P./P.P. areas with those of the multi-purpose Panchayat Secretaries in Salempur and Kasia regarding the best combination of functionaries in a Gram Sewak circle. While the former have attached considerable importance to the addition of a Panchayat Secretary to the Team of a Gram Sewak and a Lekhpal, the latter have favoured only a Gram Sewak to manage the total programme at the village level according to 71% in Kasia and 65% in Salempur, and only 29% in the former and 10% in the latter Projects have favoured the combination of a Gram Sewak plus a Lekhpal. None of them has considered a Panchayat Secretary to be necessary for the Team.

20. *Number of villages desired for the preferred combination of functionaries*:—There is clear indication to the effect that in the plains, a circle of not more than 4 villages for a Gram Sewak only and one of not more than 6 villages for a team of a Gram Sewak plus a Lekhpal will be good basis for further analysis, while there will be further scope of enlarging the circle if a third functionary, i.e., the Panchayat Secretary is also added to the team. In the hills, on the other hand, a circle of not exceeding 12 villages has been suggested for the combination of a Gram Sewak and a Lekhpal.

21. *Number of villages desired for an ideal circle*:—The same opinions as indicated above have been corroborated by the Gram Sewaks according to

90% in the C.P. areas, 59% in the N.E.S. areas and 80% in the C.P. areas in the plains, and 50% in the C.P. area (with 28% 'no replies') and 89% in the N.E.S. area in the hills. The G.L.Ws. too have favoured circles not exceeding 6 villages according to 64% of them.

22. *Existing situation compared*:—A break-up of the existing circles according to classified number of villages reveals that while in the plains the circles with more than 12 villages in each are mostly concentrated in the N.E.S. areas (30% only), very few of which cover more than 16 villages each, the difficulty on this score is much more accentuated in the hills where no less than 15 out of 20 circles in the C.P. area extend over 13 to 37 villages each and all the 10 circles in the N.E.S. area except one with 28 villages as the lowest figure cover as many as 41 to 88 villages each.

A comparison of the existing situation of the Gram Sewak circles with the corresponding desired situation reveals that no less than 75% of the circles in the C.P. area and 100% in the N.E.S. area in the hills are being considered to be irksome by the Gram Sewaks, while in the plains the corresponding percentages for the C.P., N.E.S. and C.P./P.P. areas are 22%, 95% and 30% respectively. The nature of the villages in the cases of the existing as well as the desired situations being similar in each typical area for study, the comparison of the two situations made above is, roughly speaking, quite workable.

23. *Desired population indicated*:—The average and the model populations per village in the different typical areas under study indicate that the desired sizes of the circles as not exceeding 12 villages in the hills will generally cover a population of 2,000 to 3,000 and those of not more than 6 villages in the plains will cover a population of 5,000 to 6,000. These may, therefore, be taken to roughly indicate the desired sizes of the circles in terms of population. Since, generally speaking, under the present state of affairs, about one-third of the population does not demand effective work from the Gram Sewak, the above populations per circle will mean only 2,000 in the hills and 4,000 in the plains. Judged from that standpoint, the general trend of the trouble spots is almost similar to the one arrived at on the basis of the number of villages and the assumption regarding the population norms may also, therefore, stand as a suitable indication for subsequent analysis.

24. *Items of work*:—Both the Gram Sewaks as well as the G.L.Ws. were asked to indicate, under three mutually-exclusive categories, out of an exhaustive list of 51 items, such items as required more than 50% of the Gram Sewak's time during the season, those requiring less than 50% of his time and those requiring almost none of his time. They were further asked to indicate items which the Gram Sewaks were able to do effectively and those they considered to be burdensome. The G.L.Ws. were asked to express their opinions only in respect of items they supervised in the field. In the following analysis, therefore, the responses of the Gram Sewaks regarding ranking of items according to time spent refer to the total number of the respondents, while those regarding effective performance and burdensomeness refer to only those who actually handled the items concerned.

25. *Items considered important and burdensome*:—On the whole, 28 out of 51 items have been indicated to be important by more than 50% of the Gram Sewaks, while only 3 out of 51 have been reported to be not done by a similar majority. The remaining 20 items may be considered to be less important from the point of view of time-spending.

26. *Items done effectively and items considered burdensome*:—In the overall reckoning, no less than 40 items out of 51 have been reported by more than 50% of the respondents concerned as being done effectively which cover all the leading

items of work. Among the important items, the G.L.Ws. are less sure than the Gram Sewaks about the effective performance of the items (i) Agricultural Implements, (ii) Irrigation, (iii) Veterinary Services, (iv) Village Sanitation Drive and (v) Construction of lanes, soakage pits etc. Altogether six items have been indicated to be burdensome by 39% of the Gram Sewaks as well as the G.L.Ws. concerned, none of which falls under the category of leading items except Panchayat Tax Collection. The fact that 5 out of 6 items indicated as burdensome are less time-consuming and even out of those who are spending some time on them only 21-39% of the Gram Sewaks and the G.L.Ws. consider them to be so against 61% to 79% who hold the opposite view goes to show that none of the items can really be considered to be burdensome.

27. *Records and Returns* :—Analysis of data reveals that while there are some records of the Panchayats which are desired to be transferred by more than 50% of the Gram Sewaks in Salempur (V.L.W.), the Gram Sewaks in Salempur (V.L.W.) and Mahewa are almost equally divided in respect of most of the remaining records while in Bhagyanagar and Lakhna all the records seem to be desired to be kept rather than transferred. The case for a transfer of the cooperative records is still weaker in all the three pilot Projects. On the whole, therefore, the records being maintained by the Gram Sewaks in the various Blocks are important, and generally-speaking, they are not desired to be transferred.

Three points, however, emerged clearly from Group discussions at the time of the Survey, indicating the direction in which this burden might be reduced. *Firstly*, the over-lapping nature of the various records required an integrated system of the Gram Sewak records. *Secondly*, the work of consolidation of various forms should be transferred from the Gram Sewaks to the Block Office. Lastly, occasional reports and returns that are often demanded by the different departments and sometimes with a higher priority, increased the Gram Sewak's workload off and on and required adjustment.

With the inception of the revised series of periodical progress reports and other allied records that were finalised by the Planning Research and Action Institute and introduced in the field with effect from May, 1956, these difficulties have since been considerably overcome and they continue to be overcome with further adjustments and readjustments. The need of lightening the burden of the Gram Sewak in respect of the Panchayat records, however, is distinctly there.

28. *Seasonal Variations in Items of Work* :—On the whole, there is lack of coordination in phasing out the work of the Gram Sewaks and fixing their priorities. Even the fortnightly staff meetings did not seem to evolve an integrated programme of work and the Gram Sewaks generally settled their own priorities according to the pressure from the different G.L.Ws. As for too many orders from higher departments, general feeling voiced at the Block Headquarters during the course of discussions with the District and the Block Level Staff was that the working at their level, was more coordinated than between the corresponding Departments at the State Level. It was felt that not only the volume of instructions from the Departments was growing, but there was also a tendency of their being uncoordinated and sometimes even conflicting. The volume of reports and returns demanded was also considered to be generally excessive.

29. *Removal of Disadvantages of Multi-Command* :—Both the Gram Sewaks as well the G.L.Ws. were asked whether the existing system of staff meetings could be improved upon. The G.L.Ws. are overwhelmingly of the opinion that no improvements are possible. The Gram Sewaks are divided in their opinions in the different areas, the N.E.S areas in the hills and the C.P. areas in the plains indicating that no improvements are possible, the N.E.S areas in the plains except Goshainganj suggesting that improvements are possible, while the C.P. area in the hills and the C.P./P.P. areas being divided except in Mahewa and Bhagyanagar where the Gram Sewaks distinctly feel that improvements are possible.

20. *Suggestions regarding Improvements* :—Further asked to offer suggestions regarding these improvements, no definite suggestions were made except in a few cases in different blocks. What was upper-most in the minds of those who offered some suggestions has, however, been noted, although no distinct conclusions can be drawn in view of the smallness of the number of respondents offering the suggestions.

The question put to the G.L.Ws. being more comprehensive, it can be said that according to 80 % of the G.L.Ws., the defects of the joint command of the GLWs. are not overcome by the present system of the Gram Sewaks' meetings, the GLW Committee meetings and the fixation of the targets in advance.

31. *Occasions to meet other Gram Sewaks and GLWs* :—Yet another question asked of the Gram Sewaks as well as the GLWs. was to indicate the occasions that a Gram Sewak has every month to meet and exchange experiences and ideas with other Gram Sewaks and the GLWs, apart from the Staff meetings. The highest responses for those who said they had no occasions to meet other Gram Sewaks came from the NES areas in the hills as well as the plains, the most outstanding examples in the constituent Blocks being those of Dhangu (89%), Mauranipur (75%) and Captainganj (88%). Social Meets offer the only important and regular occasion for the purpose. As for meeting the GLWs, the most important occasions are those of the GLWs on tour, Social Meets, and Gram Sewaks' Consultations regarding day-to-day work.

32. *Gram Sewak Set-up and Departmentalism* :—Asked whether the Gram Sewak set-up had been helpful in reducing 'Departmentalism', 78% of the GLWs replied in the affirmative, which also holds good about all the categories of the GLWs. They were also asked to comment on the subject, but very few have commented and none of them has offered any meaningful comments. It is difficult to judge whether the GLWs have fully understood the implications of the question or not.

33. *Study of Departmental and Other Literature* :—Asked whether the Gram Sewaks read any departmental books and periodicals connected with their work, the Gram Sewaks overwhelmingly said 'Yes' in all areas and all constituent Blocks except in B.K.T. where only 43% replied in the affirmative. The GLWs, however, are less sure of this Contention.

34. *Time spent in reading Literature* :—The Gram Sewaks were asked how much time (in hours per week) they spent in reading books and periodicals. The GLWs were asked how many hours per week they should spend in doing the same. In the overall reckoning there is very close proximity between the GLWs' responses regarding the ideal situation and the Gram Sewak's existing situation about time spent in reading. Seven hours per week seems to be the general rule which is also the duration which the GLWs desire the Gram Sewaks to spend for reading. This also disproves the contention that reading of books and literature has become the first casualty in order to save time for other activities of the Gram Sewak.

35. *Participation in Activities other than normal duties* :—Asked to tick-mark against 6 given categories the activities other than their normal duties which they participated in, the Gram Sewaks have indicated overwhelmingly in all the areas as well as in all the constituent Blocks, except in Dhangu in respect of 'Settlement of Villagers' disputes', that they participated in all activities. The fact that none of the given items admits of a fixation of targets or official pressure for compulsory performance by the Gram Sewaks, that for each item the Gram Sewaks have sufficient discretion and that each item is necessarily time-consuming, will lead one to assume that if a Gram Sewak is really over-worked, almost all the given items are likely to become a casualty. That none of the items

has become so further disproves the contention that the Gram Sewaks are overburdened with work. For subsequent studies, a more structured question would be highly desirable.

36. *Compatibility of the Role of Gram Sewak with those of Panchayat Secretary and Lekhpal*:—Having reviewed the existing work-load of the Gram Sewak under the current functional patterns and in the different areas of the State, falling in the conventionally accepted different regions and having also seen that combinations of the Gram Sewak, the Lekhpal and the Panchayat Secretary have been generally indicated to be the more favoured combinations of functionaries to manage the total programme at the village level, it is desirable that the roles of the Panchayat Secretary and the Lekhpal should be examined to see what sort of responsibilities of the Gram Sewak will increase in case of merging those of one or both, partly or wholly, with those of the Gram Sewak.

37. *The Role of the Panchayat Secretary*:—On the whole, subject to a readjustment of the work-load on account of Records and Returns and Tax Collection, the role of the Panchayat Secretary does not seem to be incompatible with that of the Gram Sewak. The overwhelming support of the Panchayat Secretaries for the multi-purpose system and their willingness to become multi-purpose Gram Sewak, the experiment of complete merger of the Panchayat Secretary's functions with those of the Gram Sewak in the Pilot Projects in District Etawah and the functioning of the Panchayat Secretaries as multi-purpose Gram Sewaks in Salempur and Kasia—all go to suggest that a merger of the Panchayat Secretaries' functions with those of the Gram Sewak will be quite workable.



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## PLANNING RESEARCH AND ACTION INSTITUTE, UTTAR PRADESH FUNCTIONS AND ORGANISATION

### Aims and Objects

The Institute is an extension of the Pilot Project approach. The Institute concept grew out of the needs of the Community Projects and National Extension Service Blocks: to replenish the "Capital", which is fast running out under the strain of our heavy development programme, through study of new ideas coming up elsewhere or pilot experimentation; to evaluate results and methods of work; to provide specialist service to our field workers in those spheres where our programme is not making adequate headway; to fill up the gaps in available literature for the village people and our workers; and to study administrative and personnel problems and inter-relations.

### Functions

The functions of the Planning Research and Action Institute, which works in close collaboration with the various Development Departments, are as follows:

- (i) to devise and test out through spot-work or pilot experimentation in selected areas, under controlled conditions individually or in groups, new ideas and methods which, if successful, can be pushed out into general field operation;
- (ii) to study, test and adapt, for application in this State, ideas and methods coming up elsewhere in India or in the world;
- (iii) to undertake quantitative evaluation and comparison of results of working specific projects or individual activities with a view to ascertain as to what are the weaknesses and strengths and how the methods can be varied and improved;
- (iv) to observe, analyse and evaluate the development policies and actual work in the field; the relations of our staff to the people and their own inter-relations; to see whether maximum results are being attained, and whether and how this work and these relations and policies may be adjusted and improved;
- (v) to conduct intensive seminars, short conferences and short-term training courses for specialised workers;
- (vi) to disseminate the results of observation, experimentation and evaluation through publication of reports, brochures and other literature; and
- (vii) to establish and maintain a library on various subjects falling within the purview of the Institute for reference by the development workers, both official as well as non-official.

### Working in Section and Their Programme

The Institute consists of ten Sections:—

#### 1. *Special Extension Work with Younger Age Groups—*

- (i) Pilot Project in Rural Youth Organisation—Organisation and supervision of and guidance to Rural Youth Clubs.

- (ii) Building up the programme into the departmental set-up of the Education, Social Education and P.R.D. through (a) seminars, and (b) training of A.D.O's. (Social Education), Extension Teachers, District Organisers and Zone Workers of P.R.D., Village Level Workers and other development staff.
- (iii) Training and seminars of Voluntary Youth Leaders.
- (iv) Co-ordination of Youth Work with other agencies, both official as well as non-official, concerned with the programme.

2. *Rural Industry*—To discover through Pilot Projects self-paying industries for establishment in the rural areas so as to be able to produce goods competitive in quality and price against other producers and offering opportunities of employment to the village population. Three Pilot Projects in rural industry have been worked out on (1) Tanning, (2) Pottery and (3) Papain. Three Projects, namely (1) Rural Cold Storage, (2) Production of crystal sugar through open pan system and (3) Agricultural implements are under investigation.

3. *Co-operatives*—The main purpose of this section is to devise ways and means for the real involvement of the people and development of local co-operative leadership and to evolve the pattern of co-operative development on a firm footing. Four Pilot Projects, named below, have been worked and are in the process of implementation.

- (i) Pilot Project on Integrated Co-operative Development Project on the lines recommended by the Rural Credit Survey of the Reserve Bank of India.
- (ii) Pilot Project on Member Education through group discussion and audio-visual aids within our means.
- (iii) Pilot Project on Industrial Co-operatives.
- (iv) Pilot Project in Co-operative Activity as part of Youth Programme.

4. *Evaluation and Statistics*—(a) Evolving suitable form of reporting in Community Projects and N.E.S. Blocks so as to ensure administrative co-ordination and reduction of paper work.

- (b) Progress Reports, analysis and spot checking of work accomplished.
- (c) Economics of field schemes such as:—
  - (i) Use of fertilizers.
  - (ii) Usar reclamation.
  - (iii) Artificial Insemination Centres.
  - (iv) Soil Conservation by the cultivators.
  - (v) Use of improved agricultural implements.
  - (vi) Selected industries, e.g., Sericulture, Ericulture and Poultry.

5. *Rural Life Analysis*—(a) Evaluation studies combined with economics of schemes mentioned above as well as the following :

- (i) Study of shramdan.
- (ii) Study of Social Education, and
- (iii) Role of V.L.W.

(b) Effects of Community Development Projects on the life and well-being of the village.

(c) "Village-Take-Over"—As evidenced by payment for services, by village responsibility for various operations and other indices. How and whether to accelerate.

(d) Operation of committees at various levels and methods of improvements :

Village Committees ; Block Development Committees ; Project Advisory Committees and District Planning Committees.

6. *Library, Information Service and Production of Literature*—The purpose of this Section is to keep our field workers supplied with up-to-date information not only in respect of the work being carried out in the Institute, but also elsewhere.

7. *Extension Work in Soil Conservation*—(a) Pilot Project in Soil Conservation through people's own efforts.

(b) Extension of Pilot Project work in Soil Conservation in Etawah, Jhansi, Sultanpur and Saharanpur Districts and drawing up a manual for Soil Conservation work.

(c) Organization of training in Soil Conservation Extension.

(d) Literature production, audio-visual aids and seminars.

8. *Preparation and dovetailing of the Second Five-Year Plan*—The work in this Section consists of supervision and co-ordination of the preparation of the Village, Block, District, Divisional and State Plans, working out their financial and other implications and their dovetailing.

9. *Social Education*—(a) Pilot Project in Social Education among prisoners.

(b) Pilot Project in Women Welfare Work.

10. *Rural Sanitary Engineering and Environmental Sanitation*—To explore the possibilities of improvement of environmental sanitation and pilot work therein. Also included is the close examination of current village work and suggestions for better economy, construction and performance with particular reference to :

(a) Problem of constructional adequacy of brick Kharanjas and other sanitary works consistent with economy.

(b) Problem of maintenance of sanitary conditions with small available supply of water, e.g., underground or surface drains in rural areas.

(c) Improvement of smokeless chulha.

(d) Latrines—cost, locations, maintenance and acceptability.

(e) Village re-planning and rural housing.

### Organisational Pattern

*Sectional Set-up*—Each Section, except Library, Statistics and Second Five Year Plan ones, of the Institute is designed to have a working team consisting of a Specialist assisted by Senior and Junior Associates. The Specialist may be Foreign or Indian, but the Associates are all Indians. The Co-operative and Rural Sanitary Engineering and Industries Sections have each a Foreign Specialist. The Youth Work Section had a Foreign Specialist for 1½ years. The arrangement has the advantage of combining specialised expert knowledge from foreign countries with Indian experience. The Institute is operating in new fields where we have much to learn from foreign lands. On the other hand, it is necessary to assimilate their experience and knowledge and adapt it to the needs of the Indian situation. The Foreign experts are engaged for a period of one to two years during which period the Associates are expected to be sufficiently trained to take over.

*Team Approach*—The Institute works as a team. Different Sections help each other in formulating projects and work hand in hand in all the stages of the programme. A Team Members' meeting is held every month to co-ordinate the work in the various Sections of the Institute.

*Project Committees*—For each item of programme of the Institute and for each project prepared by the Section there are small "Project Committees" consisting of Institute Members concerned with the project, representatives of the Development Department or Departments, non-officials and field-workers who will be involved in the results. The Project Committees meet regularly to scrutinise proposals of the Sections of the Institute, formulate the work in detail, guide, supervise and co-ordinate research and experimentation in the field, review the findings and final reports.

*Institute Planning Committee*—The highest organ of the Institute is the Institute Planning Committee consisting of the Development Commissioner, three University Professors, the Additional Development Commissioner, one Deputy and one Assistant Development Commissioner, the Director and other members of the Institute. The meetings of the Committee are also attended by the Heads of Departments concerned and the Deputy Development Commissioners. The Planning Committee determines the annual programme, allocates priorities, guides the general policy of the Institute and acts as a forum for co-ordination between the Institute and the Development Departments.

*Relationship with Government and the Departments*—The Director is also the Joint Secretary in the Planning Department. This system has been found very helpful in overcoming the difficulties of redtape. The Institute works with and through the existing departmental set-up and its Projects are built into the departmental machinery to facilitate "carry over" to the departments after the experimental stage is over.

